


CA20N  
MA  
-A56

GOVT





Digitized by the Internet Archive  
in 2022 with funding from  
University of Toronto

<https://archive.org/details/31761115473993>



CA20N  
MA  
A56

Ontario, Municipal Affairs,  
///

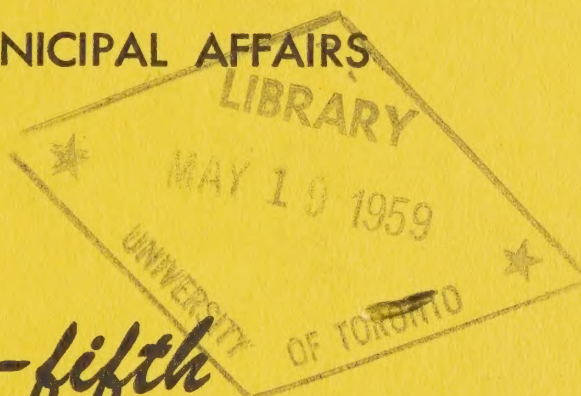
Department of

(3)



ONTARIO

DEPARTMENT OF MUNICIPAL AFFAIRS



*Twenty-fifth*

# **ANNUAL REPORT**

FOR THE YEAR ENDING DECEMBER 31, 1958



*Twenty-fifth* **ANNUAL REPORT**

---







The Honourable Wm. K. Warrender, Q.C.  
Minister of Municipal Affairs



ONTARIO

DEPARTMENT OF MUNICIPAL AFFAIRS

*Twenty-fifth*  
**ANNUAL  
REPORT**

FOR THE YEAR ENDING DECEMBER 31, 1958




To the Honourable J. Keiller MacKay, D.S.O., V.D.,  
LL.D., Lieutenant-Governor of the Province  
of Ontario

May it Please Your Honour:

The undersigned has the honour to present  
the Twenty-fifth Annual Report of The Department  
of Municipal Affairs of the Province of Ontario for  
the year ending December 31, 1958.

Respectfully submitted.

A handwritten signature in dark ink, appearing to read 'J. Keiller MacKay', written in a cursive style.

*Minister*

*Toronto, Ontario,  
March 4, 1959.*

To the Honourable Wm. K. Warrender, Q.C.  
Minister of Municipal Affairs

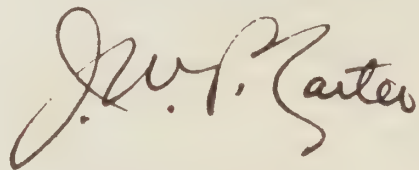
Sir:

I have the honour to present to you the Twenty-fifth Annual Report on the activities of the Department of Municipal Affairs for the calendar year ending December 31, 1958.

It is a pleasure also to record the continued assistance and loyal support of the members of the staff of this Department and the co-operation received from other Departments of the Government.

I have the honour to be, Sir,

Your obedient servant,

A handwritten signature in dark ink, appearing to read "J. W. P. Carter". The signature is fluid and cursive, with the first letters of each word being capitalized and prominent.

*Deputy Minister*

## **General Activities of The Department of Municipal Affairs**

The general principal underlying the operations of the Department of Municipal Affairs is to provide Ontario municipalities—some 977 in number—with advice and direction when requested to do so by the municipalities, to give close supervision to newly established municipalities which are placed under the supervision of the Department, and to administer such Acts of the Legislature related to municipal operations as are specifically given to its charge.

The Department was originally organized in 1935 to take over the actual supervision of some 39 defaulting municipalities, all of which have since recovered their financial standing. However, in the meantime, the scope of the Department's activities has broadened as municipal affairs have become more and more complex until at the present time problems involving practically every phase of municipal administration are continually referred to the Department for advice and guidance, both by elected and by appointed municipal officials.

The Honourable Wm. K. Warrender, Q.C., was sworn in as Minister of Municipal Affairs on November 1st, 1956.

Mr. J. W. P. Carter, B.A., was appointed Deputy Minister of this Department on September 1st, 1958.

### **BRANCHES AND DIVISIONS OF THE DEPARTMENT**

The Department is divided into:

1. Municipal Administration Branch
2. Municipal Assessment Branch
3. Municipal Auditing and Accounting Branch
4. Main Office Branch
5. Development and Special Projects Branch

The Minister of Municipal Affairs is charged with the administration of:

1. The Ontario Municipal Board
2. The Municipal Advisory Committee

**THE MUNICIPAL ADMINISTRATION BRANCH**

## **DUTIES OF BRANCHES AND DIVISIONS**

### **1. MUNICIPAL ADMINISTRATION BRANCH & DEVELOPMENT AND SPECIAL PROJECTS BRANCH WITH RESPECT TO MUNICIPALITIES WITHIN THEIR JURISDICTION.**

- (a) Complete Supervision of Defaulting Municipalities
- (b) Formation and Supervision of Improvement Districts
- (c) Payments to Designated Mining Municipalities
- (d) Special Programme of Provincial Assistance to Municipalities to Stimulate Employment
- (e) General Assistance
- (f) Departmental Approval of the following:
  - 1) Municipal pension plans
  - 2) Special municipal undertakings
  - 3) Federation of Agriculture rates
  - 4) Licensing of salesmen
  - 5) Annual remuneration of councillors
  - 6) Annual allowances for local boards
  - 7) Remuneration of police village trustees
  - 8) Security furnished by municipal officers
  - 9) Publication of statements of revenues and expenditures
  - 10) Yearly municipal estimates
  - 11) Reserve funds
  - 12) Contributions re expenses incurred by corporation re proposed subdivision of land
  - 13) Forms of notices, by-laws, etc.
  - 14) Acquiring or disposing of industrial sites
  - 15) Tax on mine or mining work
  - 16) Salary of Members—Independent Parking Authority
  - 17) Destruction of Records
  - 18) Powers of Township to Assess on Basis of Gross Receipts
- (g) Administrative Assistance to Municipalities
  - 1) General, advisory and administrative
  - 2) The Closing of Roads
  - 3) Municipal Courses
  - 4) Tile Drainage
- (h) Tax Registration

### **2. MUNICIPAL ASSESSMENT BRANCH**

- (a) Valuations of Ontario Government and Ontario Hydro Property
- (b) Equalization of Assessment under The Home for The Aged Act
- (c) Establishing a basis of equalized assessment throughout Ontario

- (d) Organizing county assessment systems
- (e) Valuations in the St. Lawrence Seaway Development Area
- (f) Generally assisting municipalities in assessment problems

### **3. MUNICIPAL AUDITING AND ACCOUNTING BRANCH**

- (a) Improvement of Municipal auditing and practices
  - 1) Licensing of auditors
  - 2) Improvement of auditing procedures
  - 3) Study of municipal audit reports
  - 4) Visits to municipal accounting departments
  - 5) Lectures at municipal courses, etc.
  - 6) Assist new municipalities to set up original accounting records
- (b) Preparation and publication of municipal statistical data
  - 1) The Annual Report of Municipal Statistics
  - 2) The Municipal Directory
- (c) Verification of claims for subsidies and grants
  - 1) Unconditional grants
  - 2) Payments in lieu of taxes

### **4. MAIN OFFICE BRANCH**

- (a) Personnel
- (b) Accounts and Payrolls
- (c) Records and Mail Section
- (d) Research
- (e) Fox Bounties
- (f) Departmental Library

### **5. THE ONTARIO MUNICIPAL BOARD**

The activities of this body are laid down in The Ontario Municipal Board Act and are so numerous as to form a separately published report.

### **6. THE MUNICIPAL ADVISORY COMMITTEE**

This is a Committee composed of a chairman and 5 members from different municipalities across Ontario, the duty of which is to advise the Minister of Municipal Affairs on all questions related to municipalities.

### **7. ONTARIO MUNICIPAL IMPROVEMENT CORPORATION**

Although the Act is administered by the Treasury Department, an arrangement is in effect whereby applications to the Corporation are processed to the point where they may be submitted to its Directors by the Department of Municipal Affairs.

# THE MUNICIPAL ADMINISTRATION BRANCH

## COMPOSITION OF BRANCH

This Branch is comprised of a Director, 3 Supervisors, 1 Assistant Supervisor and 1 Principal Clerk, together with the requisite stenographic and clerical staff.

### (a) SUPERVISION OF MUNICIPALITIES

One of the primary functions of the Branch is the supervision of those municipalities which have been placed under Part III of The Department of Municipal Affairs Act.

Municipalities under this control are those which defaulted in payment of their contracted debts, as well as the Improvement Districts which automatically come under this Part of the Act until they have matured to the point of independence and have been released from supervision.

The supervision of a municipality is very minute, and the approval of the Department is required to every action of Council. Particular attention is given to financial activities and to the legality of all council's actions. The main objective in the case of a supervised municipality is the successful refunding of the municipal debt and the building of sufficient reserves, to enable it to operate without excessive bank borrowings when the Ontario Municipal Board releases it from supervision.

Since 1932 thirty-nine municipalities other than school boards, have been placed under this direct supervision. However, in 1956 the last of these municipalities and school boards were released from supervision.

The following is a complete list of the municipalities and school boards which were placed under the supervision of the Department.

## MUNICIPALITIES AND SCHOOL BOARDS WHICH HAVE BEEN UNDER SUPERVISION

Name	Date of Default	Date of Board's Order Placing under Supervision	Effective date of Plan or Agreement	Date of Board's Order Approving refunding plan or agreement	Date of Board's Order removing from Supervision
<b>CITIES:</b>					
Niagara Falls....	12/33	5/3/35	1937	19/5/39	25/7/41
North Bay.....	—	20/12/35	—	29/6/37	25/7/41
Sudbury.....	1/10/33	21/6/35	1937	29/6/37	25/7/41
Windsor.....	—	23/11/32	1/1/38	14/4/37	9/7/41
			13/45	15/7/37	
			1/11/37		
			15/12/37		
			7/9/38		
			18/5/45		
<b>VILLAGES:</b>					
Long Branch....	12/32	25/3/33	22/9/39	12/10/39	10/10/41
<b>TOWNS:</b>					
Blind River.....	7/35	19/11/35	30/6/39	16/10/39	28/4/55
Collingwood.....	1/2/38	10/2/39	1/12/39	15/4/40	10/10/41
Eastview.....	5/35	17/5/35	1/9/42	21/10/42	6/5/47

**MUNICIPALITIES AND SCHOOL BOARDS WHICH HAVE BEEN  
UNDER SUPERVISION—*Continued***

Name	Date of Default	Date of Board's Order Placing under Supervision	Effective date of Plan or Agreement	Date of Board's Order Approving refunding plan or agreement	Date of Board's Order removing from Supervision
<b>TOWNS (cont.)</b>					
Essex.....	10/12/32	17/5/33	1/12/40	3/2/41	1/1/50
Fort Erie.....	1/9/34	27/12/34	1/10/39	4/12/39	10/10/41
Haileybury.....	1/7/42	29/7/42	1/9/45	19/11/45	12/2/53
Hawkesbury.....	10/32	15/6/33	1/10/44	18/12/44	21/8/56
Kingsville.....	6/34	21/6/35	23/3/38	3/8/38	10/10/41
La Salle.....	18/4/32	28/6/32	1/10/39	14/5/40	21/8/56
Leamington.....	5/34	8/7/35	23/12/37	12/3/38	10/10/41
Leaside.....	7/33	18/6/35	26/5/37	10/37	25/7/41
Midland.....	1/9/34	10/12/34	24/11/38	14/11/38	10/10/41
Mimico.....	1/3/33	19/4/33	1/10/38	10/38	10/10/41
New Toronto....	1/10/33	5/2/35	1/10/38	18/8/39	10/10/41
Pembroke.....	3/34	20/3/34	8/6/38	12/10/38	10/10/41
Penetang.....	1/12/34	27/12/34	31/8/39	16/10/39	10/10/41
Rainy River.....	1/12/36	22/11/40	1/1/41	17/2/41	22/5/52
Riverside.....	3/11/31	4/5/32	—	31/3/47	21/8/56
			1/9/40	28/1/41	
Rockland.....	9/33	19/9/33	—	—	1/1/55
Sturgeon Falls...	1/3/33	24/7/36	12/45	—	12/2/53
Tecumseh.....	14/12/31	13/4/32	1/7/42	17/12/42	21/8/56
			1/3/41		
Thorold.....	1/5/34	14/5/35	13/11/38	18/12/39	10/10/41
Trenton.....	10/1/34	18/6/36	1937	—	25/7/41
Weston.....	1/7/34	16/2/35	23/6/38	14/2/40	7/10/41
<b>TOWNSHIPS:</b>					
Calvert.....	12/33	7/6/35	1937	1/11/37	1/12/41
Dysart et al.....	10/32	8/8/35	—	—	25/7/41
East York.....	1/10/33	29/11/33	1/12/39	30/4/40	6/10/41
Etobicoke.....	6/33	9/7/35	1938	6/1/38	25/7/41
North York.....	1/12/33	1/2/35	31/12/37	—	25/7/41
Scarborough.....	15/12/32	15/12/32	1/12/39	22/12/39	23/10/41
Sandwich East..	20/10/31	4/5/32	(20/11/39)	2/10/40	21/8/56
			(1/5/46)	23/12/46	
Sandwich West..	1/12/31	4/5/32	1/10/39	14/5/40	21/8/56
Peck.....	1/3/43	17/11/43	1/7/44	18/7/44	15/11/50
York.....	1/10/33	10/11/33	1/12/39	21/12/39	11/9/41
<b>SCHOOL BOARDS:</b>					
<b>Windsor R.C.</b>					
Sep.....	1/2/33	23/11/32	1/1/43	3/12/43	6/5/47
Ottawa R.C. Sep.	1/8/42	11/8/42	1/9/45	19/11/45	6/5/47
<b>Tecumseh R.C.</b>					
Sep.....	15/5/31	13/4/32	1/12/50	10/3/51	21/8/56
<b>Sturgeon Falls</b>					
R.C. Sep.....	3/33	—	16/10/51	—	13/2/53
<b>Blind River</b>					
R.C. Sep.....	8/10/36	—	29/3/50	—	28/4/55

## **(b) FORMATION AND SUPERVISION OF IMPROVEMENT DISTRICTS**

Over one hundred years ago, under the Baldwin Act of 1849, municipalities were incorporated and struggled along on their own—in many cases neglecting even to inform the Provincial Government of their changes in status.

In 1944 in an effort to encourage orderly and more efficient municipal development—with an eye particularly on Northern Ontario—provision was made for a short intermediate or tutelage stage.

According to The Municipal Act, R.S.O. 1950, Chapter 243, The Ontario Municipal Board, upon the application of the Department or upon a petition of inhabitants may, under specified conditions, incorporate the inhabitants of a locality as an Improvement District. An Improvement District is, of course, directly under the supervision of the Department.

One of the first things the Department does, when an Improvement District is incorporated, is to recommend to the Lieutenant-Governor in Council three persons to become Trustees. Usually, if possible, these are residents of the District and are selected from different walks of life.

These Trustees with respect to the Improvement District are the members of every local board within the meaning of The Department of Municipal Affairs Act except the local Board of Health, the Separate School Board and the High School Board of a High School District, where the High School District comprises more area than the Improvement District itself.

An Improvement District is designated a town, a village or a township municipality. Departmental supervision affects every action taken by the Board of Trustees. All by-laws, all disbursements, the annual budget estimates, etc., must be approved by the Department.

Assistance and advice prior to the incorporation often requires visits to the area as well as consultations with other government departments. Such details as declarations of office, oaths of allegiance and a great number and variety of by-laws, books of accounts, etc., are all prepared by the Department so that the new municipality may operate properly and efficiently from the start.

However, even though the Improvement District is under the supervision of the Department, the Board of Trustees has the same authority as a municipal council and has the same obligations to meet on behalf of the corporation as if it were a council.

When an Improvement District is incorporated it is expected that as soon as practicable a change will be made in its municipal classification, thereby providing administration by representatives elected by the ratepayers.

Since 1943 twenty-nine Improvement Districts have been incorporated. Of these, three have become townships, Mount Joy, Atikokan and Cardiff, at midnight on April 14th, 1951, at midnight on December 31st, 1953, and on January 1st, 1958, respectively. On July 1st, 1949, Wasaga Beach became a village, while on January 1st, 1955, the Improvement District of Ajax became a town.

On the first day of January, 1958, the Improvement District of Bicroft was incorporated.

The following is a list of the Improvement Districts showing their incorporation dates and their population, as well as the names of their officials.

# IMPROVEMENT DISTRICTS

Name	Date Erected	Population	Chairman	Vice-Chairman	Member	Secretary-Treasurer Name	Address
BALMERTOWN.....	October 2, 1950	1,395	O. J. Matthews	E. E. Pine	V. J. Fulton	W. R. B. Trow	Balmertown, Ontario
BEARDMORE.....	May 1, 1945	1,099	W. R. Sinclair	J. C. Graydon	R. C. Clerihew	R. Nylund	Beardmore, Ontario
CAMERON.....	July 31, 1944	195	W. McMartin	C. Blair	D. P. McMeekin	Mrs. A. Blair	Mattawa, Ontario
BICROFT.....	January 1, 1958	1,300	L. J. Cockburn	J. M. Thompson	P. S. Cross	L. J. Cockburn	Cardiff, Ontario
DEEP RIVER.....	April 16, 1956	3,952	T. W. Morison	Dr. A. J. Mooradian	F. E. Tierney	O. M. Kennedy,	Deep River, Ontario
DORION.....	January 1, 1951	475	J. Gardner	B. Broughton	E. Broughton	J. Symington	403 Grenville Ave., Pt. Arthur
ELLIOT LAKE.....	September 1, 1955	17,000	R. C. Hart	F. Futterer	R. M. Sneyd	P. L. Brown	Elliot Lake Ont., (Secretary)
GAUTHIER.....	May 31, 1945	227	H. Botsford	J. P. Ford	J. Kluchka	J. P. Ford	Dobie, Ontario
GLADSTONE.....	January 1, 1957	661	Wm. Beharriell	S. W. Tulloch	H. Allen	Mrs. A. Eaket	Iron Bridge, Ontario
KENDREY.....	October 12, 1954	1,025	F. Bordeleau	T. Moore	A. Landry	R. R. Turgeon	Smooth Rock Falls, Ontario
KINGHAM.....	January 1, 1952	57	W. Van Cleaf	H. G. Farstad	D. Burdick	Mrs. L. Belonoha	Wavell, Ontario
KINGSFORD.....	September 1, 1944	111	R. Alexander	A. Strachan	L. N. Hoskins	E. Spice	R.R. 2, Emo, Ontario
LONGLAC.....	January 1, 1952	943	R. B. Loughlan	N. C. Skinner	F. F. Lemieux	V. T. Goods	Box 336, Longlac, Ontario
MANITOUWADGE.....	November 1, 1954	1,979	W. Harrison	H. H. MacDonald	R. S. Hafidson	P. Radford	Manitouwadge, Ontario
MARATHON.....	December 31, 1946	2,438	L. D. Irwin	E. R. Marston	J. T. Stitt	L. D. Irwin	Marathon, Ontario
McGARRY.....	July 1, 1946	3,007	V. W. Slater	L. E. Locke	R. F. Pugliese	J. M. Blevins	Virginiatown, Ontario
NAKINA.....	January 1, 1957	668	A. J. Chichelly	E. E. Bates	J. C. Downey	C. H. Scotten	Nakina, Ontario
ONAPING.....	January 1, 1956	966	E. G. Jarvis	M. J. Poupore	T. V. Flaherty	H. Bondett	Onaping, Ontario
RED ROCK.....	July 14, 1945	1,885	K. G. LaBerge	R. Roy	O. Inget	A. Phillips	Red Rock, Ontario
RED LAKE.....	January 6, 1955	2,150	H. W. Hughes	K. McDougall	J. L. McEwan	J. J. McLean	Red Lake, Ontario
RENABIE.....	September 1, 1947	421	J. J. Noble	M. L. Brown	R. L. Scott	R. L. Scott	Renabie, Ontario
SIOUX NARROWS.....	August 31, 1944	322	C. Gaudry	J. Hagen	G. Dion	Mrs. E. Larson	Sioux Narrows, Ontario
TERRACE BAY.....	September 1, 1947	1,809	J. A. Ferrier	W. E. Cavanaugh	A. E. Driffield	W. F. Strutt	Terrace Bay, Ontario
VAL ALBERT.....	December 31, 1954	2,291	L. Lefebvre	E. Newton	E. Bissonnett	R. F. Cloutier	Val Albert, Ontario

### **(c) PAYMENTS TO DESIGNATED MINING MUNICIPALITIES**

In 1952 Section 33a of The Assessment Act was enacted by the Legislature to permit the Minister of Municipal Affairs to make regulations in respect to payments to mining municipalities where either the revenue from the taxation of the industry was insufficient, or where there was preponderance of mining company employees residing.

Thirty-one municipalities were designated by regulations as "mining municipalities" in 1952; two, six, one, twelve and four municipalities were also designated in the years 1953, 1955, 1956, 1957 and 1958 respectively, making a total of fifty-six designated mining municipalities all of which received a mining revenue payment in the year 1958.

### **REVISED REGULATIONS**

On April 21st, 1958, the Minister issued revised regulations governing payments to mining municipalities. Due to the extensiveness of these regulations it is deemed impractical to reproduce them fully in this report. However, these regulations are briefly summarized as follows.

### **INTERPRETATIONS**

As the result of experience a number of expressions were "interpreted" and their official meanings clarified. Among these expressions were the following, applying to designated mining municipalities only:

- (a) "adjusted mill-rate"
- (b) "total of all estimates approved for grant purposes"
- (c) "approval of the Minister"
- (d) "equalized assessment"
- (e) "Local board"
- (f) "Mining employee"
- (g) "municipality"
- (h) "municipal mines-assessment"
- (i) "register"
- (j) "mine or mineral work"

### **LIST OF DESIGNATED MINING MUNICIPALITIES**

For the purposes of these regulations the following are designated as mining municipalities:

- (a) the City of Sudbury.
- (b) the towns of Blind River, Caledonia, Capreol, Chelmsford, Cobalt, Geraldton, Haileybury, Levack, Matheson, Ojibway, Timmins.
- (c) the villages of Bancroft, Hagersville, Marmora.
- (d) the townships of Atikokan, Balfour, Belmont and Methuen, Black River, Blezard, Bucke, Capreol, Cardiff, Coleman, Dowling, Drury-Denison-Graham, Falconbridge, Faraday, Hagar, Hanmer, Larder Lake, Marmora and Lake,

Matachewan, McKim, Michipicoten, Mountjoy, Neelon and Garson, Oneida, Playfair, Rayside, Ross, Seneca, Teck, Tisdale, Waters, Whitney.

- (e) the Improvement Districts of Balmertown, Beardmore, Bicroft, Elliot Lake, Gauthier, Manitouwadge, McGarry, Onaping, Red Lake, Renabie.

#### COMPUTATION OF PAYMENT

The general principal is that the annual payment to each mining municipality is the total of \$40.00 for each resident mining employee working outside the municipality plus the amount resulting from applying the "adjusted mill-rate" to the "municipal mines-assessment" of the municipality. However, within certain limits the Minister may reduce or increase any payment.

The closing of a mine is a very serious matter in a community. Where the last operating mine in any mining municipality closes down the payment shall not be computed according to standard regulations but according to a special scale of reductions extending over five years.

#### CONDITIONS OF PAYMENT

Where the mining municipality does not comply with the regulations or does not obtain the approval of the Minister for a number of specified items the Minister may withhold payment pending receipt or performance of the specified requirements but, shall make payment of the amount withheld when the specifications have been complied with.

The Minister shall have access at all times to all records, vouchers, etc. of a mining municipality and may audit and copy the same or any part thereof.

Where in any year the amount voted by the Legislature for the payments under these regulations is insufficient to make the payments in full, the Minister may make a pro rata reduction.

#### EQUALIZATION OF ASSESSMENT

To make more uniform the methods of preparing assessment rolls in mining municipalities and to ascertain if the assessors' valuations bear a just relation to each other and to other accepted standards, the Minister may supervise the assessment and advise the assessors.

In the interest of a just distribution of payments between mining municipalities the Minister may, each year and subject to certain conditions, equalize real property and business assessments.

#### TABULATION OF MINING EMPLOYEES

This process is a rather complex one. In each year the assessor of a mining municipality shall record the name of every mining employee residing in the municipality together with the location of his work. From this data a return is sent to the Minister distinguishing between those who work inside and outside the Municipality. The Minister may agree to this figure after consulting authoritative sources for verification, including the Ontario Mining Association.

The following is a summary of payments made in 1958 showing a comparison of payments made in the years 1954, 1955, 1956 and 1957.

PAYMENTS TO DESIGNATED MINING MUNICIPALITIES

	1953	1954	1955	1956	1957	1958
(a) City of Sudbury.....	\$226,750.00	\$227,600.00	\$227,600.00	\$227,600.00	\$227,600.00	\$227,600.00
(b) Towns of:						
Blind River.....	—	—	—	20,000.00	20,000.00	20,000.00
Chelmsford .....	5,650.00	5,725.00	5,725.00	9,400.00	12,840.00	12,840.00
Cobalt.....	6,725.00	7,650.00	7,650.00	12,618.69	12,618.69	12,618.69
Geraldton.....	10,000.00	10,000.00	10,000.00	10,000.00	10,120.00	10,840.00
Haileybury.....	2,000.00	1,850.00	1,850.00	3,920.00	3,920.00	3,920.00
Levack.....	59,944.62	73,622.04	73,622.04	73,622.04	98,767.63	102,234.32
Matheson.....	1,575.00	1,600.00	1,600.00	2,800.00	2,800.00	2,800.00
Ojibway.....	—	—	—	—	25,167.14	25,167.14
Timmins.....	154,195.24	154,195.00	154,195.00	195,600.51	196,783.14	200,210.37
(c) The Villages of:						
Bancroft.....	—	—	—	—	6,880.00	7,880.00
Caledonia.....	—	—	—	—	1,440.00	1,600.00
Hagersville.....	—	—	—	—	1,320.00	1,520.00
Marmora.....	—	—	—	—	3,880.00	4,480.00
(d) The Townships of:						
Atikokan.....	46,648.10	55,008.87	55,008.87	96,259.92	150,421.67	223,077.73
Balfour.....	2,215.00	3,400.00	3,400.00	6,280.00	8,000.00	8,000.00
Belmont and Methuen....	—	—	—	—	8,029.90	10,752.27
Black River.....	4,831.89	4,616.75	4,616.75	10,909.65	11,478.40	15,724.00
Blezard.....	3,400.00	4,475.00	4,475.00	7,459.00	10,712.65	12,988.88
Bucke.....	2,159.69	3,073.68	3,073.68	5,606.02	9,139.39	9,139.39
Cardiff.....	—	—	—	—	—	11,760.00
Coleman.....	3,989.67	4,237.18	4,237.18	15,802.24	15,802.24	15,802.24
Dowling.....	2,025.00	4,150.00	4,150.00	11,520.00	11,520.00	11,520.00
Drury, Denison and Graham	4,400.00	4,475.00	4,475.00	7,390.40	7,968.57	9,906.22

(d) The Townships of: (continued)

Faraday.....	—	—	—	—	3,426.58	9,035.28
Hagar.....	—	—	—	720.00	920.00	1,080.00
Hanmer.....	2,350.00	2,925.00	2,925.00	3,960.00	5,280.00	7,120.00
Larder Lake.....	10,000.00	10,000.00	10,000.00	13,800.00	14,240.00	14,440.00
Marmora and Lake.....	—	—	—	—	3,729.09	6,605.23
Matachewan.....	9,596.64	9,596.64	9,596.64	10,100.78	10,100.78	10,100.78
McKim.....	137,339.46	197,474.47	197,474.47	219,498.88	276,361.20	276,361.20
Michipicoten.....	36,209.93	46,553.85	46,553.85	50,679.60	78,186.67	91,059.88
Mountjoy.....	2,750.00	2,750.00	2,750.00	4,080.00	4,800.00	5,190.18
Neelon and Garson.....	92,309.62	106,636.44	106,636.44	141,576.63	266,067.41	165,594.75
Oneida.....	—	—	—	—	4,961.99	4,961.99
Playfair.....	—	—	—	1,440.00	1,520.00	1,720.00
Rayside.....	5,025.00	5,425.00	5,425.00	9,200.00	10,240.00	10,240.00
Ross.....	—	—	—	—	8,020.16	13,410.14
Seneca.....	—	—	—	—	2,672.00	2,672.00
Teck.....	163,930.22	163,930.22	163,930.22	233,456.27	246,737.97	256,504.08
Tisdale.....	176,006.94	176,006.94	176,006.94	200,612.66	208,781.25	219,466.56
Waters.....	4,325.00	4,825.00	4,825.00	5,800.00	5,800.00	5,960.00
Whitney.....	44,122.63	44,122.63	44,122.63	44,122.63	44,122.63	44,122.63

(e) The Improvement Districts of:

Balmertown.....	50,899.34	63,115.25	63,115.25	63,115.25	64,468.75	55,542.61
Beardmore.....	8,144.59	9,287.82	9,287.82	11,364.05	11,364.05	11,887.47
Bicroft.....	—	—	—	—	—	55,128.90
Cardiff.....	—	—	—	20,000.00	25,587.53	Dissolved
Elliot Lake.....	—	—	—	30,000.00	73,349.50	150,108.67
Gauthier.....	4,168.38	4,539.88	4,539.88	4,986.92	5,455.79	5,640.00
Manitouwadge.....	—	—	—	30,000.00	42,661.62	44,067.84
McGarry.....	101,414.50	80,465.00	80,465.00	92,750.07	89,165.91	89,165.91
Onaping.....	—	—	—	39,755.79	37,798.95	37,798.95
Red Lake.....	—	—	—	11,840.00	12,720.00	12,720.00
Renabie.....	6,506.00	5,034.08	5,034.08	5,034.08	3,563.95	5,430.30
<hr/>						
	\$1,391,517.46	\$1,498,366.74	\$1,498,366.74	\$1,964,783.08	\$2,419,313.20	\$2,575,516.60

**(d) SPECIAL PROGRAMME OF PROVINCIAL ASSISTANCE TO MUNICIPALITIES  
TO STIMULATE EMPLOYMENT**

On February 14th, 1958, The Honourable, The Prime Minister, announced a Special Programme of Provincial Assistance to Municipalities to Stimulate Employment. This programme was initiated after the Government of Ontario had made an extensive study of the type of provincially assisted works programme that would produce immediate employment. It was an emergency one designed to deal with the area of population not covered by unemployment insurance and which was unemployed. The plan was not designed as an incentive to start work on major construction but to initiate work which could be done mainly involving the payment of wages.

The plan was designed only to meet a seasonal problem and the period in respect to which assistance was given was from February 15th to May 31st, 1958, inclusive.

Under this programme, which was administered by this Branch, the Government of Ontario reimbursed municipalities to the extent of 70 per cent of the direct labour costs incurred during this period on special municipal projects or works undertaken in each municipality. This special scheme was not designed to provide funds for any projects or works which would have been undertaken in the ordinary course by a municipality during this period, and the Province's assistance applied to the amount by which a municipality's expenditures for wages during this period exceeded their expenditures for the same type of work or project in the corresponding period of 1957.

Under this programme municipalities, which had an unemployment problem, could submit to the Department of Municipal Affairs a statement of their unemployment situation, a description of the special works or projects which they wished to undertake, together with an estimate of the direct labour cost in such special projects. Upon notifying the Department the municipality could proceed. However, this Department with the assistance of the Department of Welfare, had the right to pass upon and approve any project submitted.

The projects and works which could be undertaken included, but were not strictly limited to the following:

- (a) repairs to sidewalks, streets, roads and sewers;
- (b) park and beach clean-up and renovation;
- (c) repair and painting of buildings;
- (d) renovation of heating and wiring facilities;
- (e) clearing costs of redevelopment projects which were not subsidized by the Province; and
- (f) tree planting and trimming.

Under this programme the wages of unemployed persons, who were not entitled to unemployment insurance, and of unemployed persons who were entitled to unemployment insurance, but who were also in receipt of welfare assistance from the municipality, were eligible for this special subsidy. The wages to be paid to those employed were to be the standard wages paid by the municipalities for the type of work done under normal circumstances, and there was to be no cutting on general wage levels for this type of work.

The work was to be performed by persons employed directly by the municipalities and wages in respect of work done under contract were not eligible for subsidy.

Where an expenditure under this programme was eligible for a grant from any other Department of the Government, the grant was taken into consideration in the computation of the amount of special assistance paid to the municipality.

During the period February 15th to May 31st, 1958, 128 municipalities and one statute labour board had projects approved by the Department of Municipal Affairs, and of this number 94 municipalities submitted claims in respect of wages paid by them.

The following is a summary of the amounts paid to these municipalities.

NAME OF MUNICIPALITY	AMOUNT PAID	NAME OF MUNICIPALITY	AMOUNT PAID
<b>CITIES:</b>		<b>TOWNS (cont.)</b>	
Brantford.....	\$4,490.45	brought forward	\$35,089.48
Chatham.....	2,107.21	Orangeville.....	635.53
Fort William.....	24,439.58	Orillia.....	3,990.86
Kitchener.....	3,028.80	Paris.....	803.27
London.....	9,973.26	Preston.....est.	398.16
Metropolitan Toronto.....	130,768.06	Rainy River.....	1,026.38
Niagara Falls.....	2,332.29	Renfrew.....	1,443.79
Oshawa.....	5,443.55	Sioux Lookout.....	1,396.85
Peterborough.....	10,535.31	Southampton.....	572.40
St. Catharines.....	2,510.23	Timmins.....	3,833.20
St. Thomas.....	4,430.45		
Stratford.....	287.50		est. <u>\$49,189.92</u>
Sudbury.....	11,958.30		
Toronto.....	488,549.31	<b>VILLAGES:</b>	
Welland.....	13,370.72	Alfred.....	\$2,055.43
Woodstock.....	3,032.44	Bobcaygeon.....	266.70
	<u>\$717,257.46</u>	Clifford.....	129.50
		Lakefield.....	771.32
<b>TOWNS:</b>		Magnetwan.....	396.62
Barrie.....	\$2,198.81	Port Perry.....	2,554.01
Blind River.....	660.66	Richmond.....	215.67
Bracebridge.....	1,249.85	Rodney.....	671.37
Burlington.....	11,635.84	Rosseau.....	262.60
Cache Bay.....	2,944.93		<u>\$7,323.22</u>
Delhi.....	417.20		
Dresden.....	686.35	<b>TOWNSHIPS:</b>	
Englehart.....	616.60	Assiginack.....	\$1,056.21
Goderich.....	1,248.80	Atikokan.....	3,873.99
Gore Bay.....	1,840.76	Bayham.....	310.55
Harrow.....	402.50	Bexley.....	212.73
Hawkesbury.....	1,775.62	Brethour.....	924.89
Kearney.....	478.49	Bucke.....	4,059.76
Leamington.....	4,133.38	Casey.....	396.59
Matheson.....	706.30	Casimir, Jennings and	
Midland.....	1,981.00	Appleby.....	1,292.30
Niagara.....	2,112.39	Charlotteville.....	1,036.44
	<u>\$35,089.48</u>		<u>\$13,163.46</u>

NAME OF MUNICIPALITY	AMOUNT PAID
<b>TOWNSHIPS (cont.)</b>	
brought fwd.	\$13,163.46
Clarke.....	790.73
Colchester North.....	111.81
Crowland.....	4,803.43
Delaware.....	448.59
Dowling.....	1,194.79
Dysart et al.....	1,498.07
Etobicoke.....	459.40
Fauquier.....	633.85
Hamilton.....	204.75
James.....	631.62
London.....	509.00
Matachewan.....	1,480.32
Medonte.....	712.88
Medora and Wood.....	705.44
North York.....	26,723.20
Pickering.....	1,788.84
Raleigh.....	1,431.33
Saltfleet.....	1,419.84
Sandwich East.....	4,799.97
Shackleton and Machin.....	533.74
Stamford.....	11,177.28
Tarentorus.....	1,717.71
Tehkummah.....	275.03
Thorold.....	574.28
	<hr/>
	\$77,789.36

NAME OF MUNICIPALITY	AMOUNT PAID
<b>TOWNSHIPS (cont.)</b>	
brought fwd.	\$77,789.36
Tyendinaga.....	414.82
Vaughan.....	173.63
Verulam.....	1,618.00
Vespra.....	29.09
Whitby.....	82.60
York.....	11,819.68
	<hr/>
	\$91,927.18
<b>IMPROVEMENT DISTRICTS:</b>	
Balmertown.....	\$3,928.93
Kingsford.....	62.23
Red Lake.....	1,838.53
Val Albert.....	74.02
	<hr/>
	\$5,903.71
<b>16 Cities.....</b>	
	\$717,257.46
<b>26 Towns.....est.</b>	
	49,189.92
<b>9 Villages.....</b>	
	7,323.22
<b>39 Townships.....</b>	
	91,927.18
<b>4 Improvement Districts...</b>	
	5,903.71
	<hr/>
94	est. \$871,601.49

#### (e) GENERAL ASSISTANCE

The bulk of Departmental activities is handled by correspondence, the greater part of which contains enquiries and requests for advice and guidance from the officials of the municipalities and local boards throughout the Province.

Most of these enquiries can be answered by return mail. However, it must be noted here that quite a few enquiries are received from officials of long standing in some of the larger municipalities, and the queries posed often involve considerable research and reference work before proper replies can be made.

#### (f) APPROVAL OF THE DEPARTMENT

There are a number of activities of municipal councils and local boards to which the approval of The Department of Municipal Affairs is required, and some of these activities are as follows:

##### 1) Municipal Pensions

The Municipal Act enables municipal councils, subject to such limitations and restrictions as The Lieutenant-Governor in Council may prescribe, to provide pensions for their employees. It is expected that the regulations will broaden pension provisions and will permit pension plans by contract either

with Her Majesty in accordance with the Government Annuities Act, with an insurer licensed under The Insurance Act, by agreement with a trustee being a trust company incorporated under the laws of Canada or the Province of Ontario and licensed to do business in the Province of Ontario, or by a combination of any of these methods.

However, the approval of the Department is required to all by-laws providing pensions for municipal employees, as well as to all amending by-laws.

When a pension plan is established the Department insists that all employees of the same class covered by its provisions be treated alike. Once an employee becomes a member of the plan he may not withdraw from it and still remain an employee of the municipality, and all new employees must as a condition of employment become members.

Pension plans for municipal employees are very detailed and lengthy and must be minutely scrutinized to ensure their conformity, in every respect, with The Municipal Act and the regulations before Departmental approval can be granted to them.

To date, the Department has approved 277 Pension Plans which are distributed as follows:

Classification of Municipalities	Number with Plans	Approved Plans	Amendments to Plans
Metropolitan Toronto.....	1	2	15
Cities.....	28	40	38
Towns.....	100	108	33
Villages.....	20	20	5
Townships and Improvement Districts..	62	66	30
Counties.....	29	30	13
Commissions.....	4	4	—
Police Villages.....	1	1	—
Health Units.....	5	6	2
	250	277	136

2) Special Undertakings

If a municipality wishes to acquire, erect, alter, maintain, operate or manage, or grant aid to a number of projects such as monuments, windows, auditoriums, parks and playgrounds, etc., which may or may not be in the nature of war memorials, the municipality's by-law must be approved by the Department.

Under The Municipal Act a council may arrange for the management of such projects and two or more municipalities may enter into a joint agreement in this connection.

3) Federation of Agriculture Special Rates

According to The Municipal Act, a township council may by by-law assess and levy a special rate not exceeding one-half of one mill upon the ratepayers of the township who are entered on the assessment roll as farmers, as their

annual membership fees in The Federation of Agriculture. This by-law requires the approval of the Department.

However, any person assessed in this manner may have the assessment against him removed by objecting in writing to the township clerk. The monies collected under this procedure are paid to the Federation, less such service charges as are authorized by it.

A by-law of this nature passed with the approval of the Department remains in force until amended or repealed and it is not necessary for the municipality to pass the by-law annually.

#### **4) Licensing Salesmen, etc.**

If a council wishes to license, regulate and govern persons who go from place to place, or to a particular place with goods, wares or merchandise for sale; or who carry and expose samples, patterns or specimens of any goods, wares or merchandise for future delivery in the municipality the approval of the Department is required if the license fee exceeds \$2.00.

For a person who has resided continuously in the municipality for at least one year however, the fee may be lower than in the case of those who have not so continuously resided. Provision is also made in the Statutes that certain classes or persons do not require a license for selling in this manner.

#### **5) Annual Remuneration of Councillors**

If a municipal council, other than that of a city of over 200,000, wishes to pass a by-law for paying an annual allowance to its members the approval of the Department is required. The Municipal Act stipulates council must provide for the deduction of a reasonable sum from the annual allowance for each day's absence from ordinary meetings.

#### **6) Annual Allowances for Local Boards**

A local board, as defined in The Department of Municipal Affairs Act, except school and library boards, may pay to its members such annual allowance as the Department approves.

#### **7) Remuneration of Trustees**

The board of Trustees of a police village may pay its members such annual or other remuneration as is approved by the Department.

#### **8) Security to be Furnished by Officers**

The Municipal Act provides every treasurer, deputy-treasurer, and collector and every other officer of the corporation, as Council may require, must give annually, before commencing the duties of his office, such security as council directs for the faithful performance of his duties and for duly accounting for and paying over all money which comes into his hands.

These provisions also apply to the treasurer and every other officer, as the board may require, of a local board, as defined in The Department of

Municipal Affairs Act, except a school board, and to every board, commission, body or local authority established or exercising any power or authority with respect to municipal affairs under any general or special Act in an unorganized township, or in unsurveyed territory, except a school board.

The form which this security takes is such as the Department may approve. The Department also requires the auditor to report on such security in his annual report.

**9) Publication of Statements of Revenues and Expenditures**

Any municipal council may publish, before nomination day, a detailed statement of the revenues and expenditures for the current year, in the form and manner prescribed by the Department.

**10) Yearly Municipal Estimates**

Every municipal council must in each year prepare and adopt estimates of all sums required during the year for the purposes of the municipality, including the sums required by law to be provided by council for school purposes and for any board, commission or other body. These estimates must be in such detail and in such form as the Department may prescribe.

**11) Reserve Funds**

Every municipality, as defined in The Department of Municipal Affairs Act, and every board, commission and similar body established or exercising any power or authority with respect to municipal affairs, under any Act, in an unorganized township or in unsurveyed territory may in each year, under the provisions of The Municipal Act, provide in its estimates for a reserve fund. However the moneys raised for such a fund cannot be expended, pledged or applied to any purpose other than that for which the fund was established without the approval of the Department.

**12) Contributions re Expenses incurred by Corporation re Proposed Subdivision of Land**

The Municipal Act provides when contributions are made to a municipal corporation in consideration of expenses incurred by the corporation as a result of a proposed subdivision of land that such contributions shall be paid into a special account and shall be used only to meet expenditures for work done within the subdivision or for the benefit or use of the occupiers or subsequent occupiers of the land within the subdivision or to meet expenditures incurred by reason of the subdivision of the land. Where a contribution is made for a specific purpose, it may be used only to meet expenditures for such purpose.

The Act also provides if any of the contributions are not required or likely to be required for the purposes mentioned that they may, with the approval of the Department, be expended for some other purpose.

13) Forms of Notices, By-laws, etc.

Where the forms required by The Municipal Act are not prescribed therein, the Department may approve of forms of by-laws, notices and other proceedings to be passed, given or taken under or in carrying out the provisions of this Act.

14) Acquiring and Disposing of Industrial Sites

The Municipal Act provides that by-laws may be passed by the councils of all municipalities, with the assent of the electors qualified to vote on money by-laws, or with the approval of the Department, for acquiring and expropriating the land and selling or leasing the land for the purpose of sites for the establishment and carrying on of industries and industrial operations, or with the approval of the Department the land may be used by the municipality for the purpose of the municipality or may be sold to any local board as defined in the Department of Municipal Affairs Act, for the purposes of such board.

During 1958 the Department approved of the following industrial site transactions:

Industrial Sites Purchase—1958	No. of Acres	Price
City of Kitchener.....	356.00	\$215,000.00
City of Oshawa.....	17.00	48,000.00
City of Owen Sound.....	25.00	20,000.00
City of Waterloo.....	4.00	406,000.00
Town of Burlington.....	189.00	600,000.00
Township of Barton.....	75.00	52,500.00
Township of Toronto.....	116.60	365,297.00
	28.97	144,855.00
TOTAL APPROVED PURCHASES—1958.....	811.57	\$1,851,652.00

Industrial Sites Sold—1958	No. of Acres	Price
City of Belleville.....	6.00	\$3,000.00
	10.00	10,730.00
	16.00	13,730.00
City of Brantford.....	2.49	3,640.00
	1.50	3,750.00
	1.37	1,370.00
	24.69	29,628.00
	3.70	5,500.00
	33.75	\$43,888.00

Industrial Sites Sold—1958	No. of Acres	Price
City of Guelph.....	10.94	\$27,346.00
	3.51	8,785.00
	6.12	15,320.00
	<hr/> 20.57	<hr/> 51,451.00
City of St. Thomas.....	22.83	6,849.00
Town of Barrie.....	.28	1,400.00
	2.33	4,400.00
	<hr/> 2.61	<hr/> 5,800.00
Town of Brampton.....	.50	2,125.00
	2.82	11,980.00
	10.33	52,500.00
	4.49	19,099.50
	0.94	3,995.00
	<hr/> 19.08	<hr/> 89,699.50
Town of Burlington.....	3.00	18,000.00
	.48	2,700.00
	.90	4,800.00
	3.00	16,815.00
	1.10	4,800.00
	<hr/> 8.48	<hr/> 47,115.00
Town of Dundas.....	.44	1,540.00
	.32	1,120.00
	.33	1,141.00
	<hr/> 1.09	<hr/> 3,801.00
Town of Elmira.....	1.00	1,000.00
Town of Hespeler.....	8.00	12,500.00
Township of Atikokan.....	.70	1,050.00
	.70	4,000.00
	<hr/> 1.40	<hr/> 5,050.00
Township of Brantford.....	.40	1,500.00
Township of Sandwich West.....	1.72	6,880.00
Township of Scarborough.....	2.26	17,000.00
	9.88	65,708.65
	10.00	72,000.00
	1.23	9,770.70
	1.20	10,474.80
	<hr/> 24.57	<hr/> 174,954.15
Township of Stamford.....	1.06	2,000.00
	1.00	2,000.00
	1.00	2,000.00
	6.50	13,200.00
	<hr/> 9.56	<hr/> 19,200.00
Township of Toronto.....	3.00	27,000.00
TOTAL APPROVED SALE—1958.....	174.06	\$510,417.65

When approving of sales or leases of these properties the Department is, by Statute, required to ensure that the selling price or rental is, in the opinion of the Department, not less than the fair market value or fair rental value, as the case may be.

In each instance, to support these "values" the Department requires signed valuations from two independent land appraisers which set out their judgment of the fair market value or fair rental value, as the case may be, of the land in the transaction. These appraisals must be current and must be from valuers who have no direct or indirect interest in the transaction.

In addition to the appraisals the cost of the land, and the cost of the expansion, extension and/or the installation of services must also be furnished the Department over the signature of an appropriate official of the municipality.

**15) Tax on Mine or Mining Work**

In accordance with the provisions of Section 33 Subsection 8 of The Assessment Act, the tax payable to a municipality upon a mine or mining work liable to taxation under Section 4 of The Mining Tax Act, is subject to the approval of the Department, and the amount payable may not exceed the limitations set forth therein.

During 1958 in implementing these provisions of The Assessment Act, the Department approved the budget estimates of 3 school sections in unorganized territory, which received mines profit tax.

**16) Salary of Members—Independent Parking Authority**

In accordance with the provisions of The Municipal Act, a municipality may establish a Parking Authority. Where a Parking Authority is established the members may be paid such salary or other remuneration as may be fixed by by-law of the council with the approval of the Department.

**17) Destruction of Records**

The Municipal Act enables the councils of all municipalities to pass by-laws providing for the destruction of receipts, vouchers, instruments, rolls or other documents, records and papers. This Act stipulates these by-laws require the approval of the Department.

**18) Powers of Township to Assess on Basis of Gross Receipts**

The Assessment Act provides that where in a township the density of population is not less than 150 of population to 500 acres the council may by by-law define such areas and declare them to be police villages for the purpose of assessing the telephone companies in such areas on a gross receipts basis.

The approval of the Department is required to these by-laws, which must have maps attached showing the boundaries of the areas clearly marked thereon.

## **g) ADMINISTRATIVE ASSISTANCE TO MUNICIPALITIES**

### **1) General Advisory and Administrative**

As the Department is entrusted with the administration of the majority of the Provincial statutes relating to municipal affairs, virtually every phase of municipal administration is referred to it from time to time. Such requests for advice and guidance come from both elected and appointed municipal officials.

In addition to dealing with such requests the Deputy Minister, the Director and their assistants received during 1958 numerous delegations from municipal organizations and associations, representatives from foreign countries desiring to be initiated into our methods of local government, also representatives from councils, boards and commissions, as well as members of Parliament and citizens of our Province.

The proper framing of municipal by-laws is very important and in many cases not too simple. In this connection members of the Branch must be ready at all times to respond to numerous and varied requests for advice and guidance. For example, when debentures are being issued requests may include not only the preparation of the debenture by-laws and their supporting schedules, but in many instances advice on interest rates, assistance in marketing the debentures, the preparation of municipal statistics to help sell the debentures, assistance in having the debentures printed, proof read, validated, and the many small details which are relevant to a successful debenture issue.

Municipal problems and complaints are being constantly investigated and studied, often requiring consultations with other Departments. Many regulations arising from existing legislation must also be prepared and filed.

Frequently staff members are requested to visit municipalities to discuss problems and conditions with officials and this is done whenever possible.

To sum up briefly, the senior officials of the Department are always willing and ready, when requested by the municipalities, to contribute knowledge and experience towards an ever-increasing improvement in local administration and a furthering of the understanding and good relations between the municipalities and the Department.

### **2) The Closing of Roads**

When original surveys are made, there are often included in such surveys allowances for roads either along the bank or shore of a body of water or leading to it.

Such allowances may be closed by municipal by-law, subject to approval by the Lieutenant-Governor in Council, provided however, that the statutory provisions of The Municipal Act have been followed. When these provisions have been complied with by the municipality, an application is submitted to the Department for processing at Provincial Department level and subsequent submission to the Lieutenant-Governor in Council for approval of the by-law.

While this entails considerable detail and liaison by the Department, it obviates the necessity of the council dealing individually with several Departments, thereby saving considerable time. The Department solicits comments from:

The Surveyor General of Ontario  
The Department of Lands and Forests  
The Department of Planning and Development  
The Department of Highways  
The Hydro-Electric Power Commission of Ontario.

After approval as to vires by the Attorney-General, application is made for an approving Order-in-Council, which, when received, is promptly forwarded to the municipality.

Unfortunately in some instances a municipality will proceed with an improper or inadequate description which often delays the application for several months. It is recommended when an allowance of this nature is to be closed that the municipality consult with the Department prior to initiating its proceedings to close the allowance.

### 3) Municipal Courses

It is an established practice of the Department to conduct municipal courses or lectures throughout the Province each year if conditions within the Department permit. These courses are primarily for appointed and elected municipal officials, but they are open also to the general public and anyone interested in municipal affairs.

At these sessions The Summary of Legislation is discussed, as well as general municipal topics. Question periods are also held where anyone with a problem is always afforded ample opportunity of obtaining information on the subject.

In 1958, due to pressure of work, and the limited number of staff members, the Department was unable to hold any municipal courses throughout the Province, but it is anticipated this situation will be rectified in the near future.

However, during 1958 members of The Municipal Administration Branch attended many municipal meetings and functions to discuss The Summary of Legislation, to give addresses, to hold question periods and to discuss municipal problems in general.

### 4) Tile Drainage

A municipal council may, under The Tile Drainage Act, apply to the Treasurer of Ontario for the purchase, by the Province, of such debentures as it may desire to issue for drainage work.

When an application is received by the Treasurer, the Department is asked for a recommendation for or against the purchase. In each instance a financial analysis of the municipality is prepared and is carefully studied before any such recommendation is made.

## 1) TAX REGISTRATION

### Registration of Land for Arrears of Taxes

In accordance with the provisions of Part II of the Department of Municipal Affairs Act the Minister may order that the Tax Arrears Procedure, as set forth in Part III, shall apply to any municipality and that the Tax Sale Procedure of The Assessment Act shall not apply. The Minister does not usually issue such an order unless requested to do so by a majority of the municipalities within the county or district, or at the request of county council. However, when an order is made it applies to all municipalities and school boards within the county or district, and all phases of the procedure are subject to the approval of the Department.

The practice of issuing an order applying to all municipalities in the county or district has been followed so that the Tax Sale Procedure and the Tax Arrears Procedure will not be in force in the same county or district at the same time, thereby causing perhaps confusion and extra duties in the local Registry and/or Local Master of Titles Office.

To date 11 such orders have been issued covering 7 counties and 7 districts, the most recent being the County of Halton, which comes under the procedure as of January 1st, 1959.

Before this procedure is introduced in a county or district, members of this Branch visit the area and explain the procedure in detail at special meetings. In addition, the Department has prepared for guidance of municipal officials affected, a comprehensive pamphlet entitled "Instructions re Registration of Tax Arrears Certificates and Disposal of Property so acquired".

The Tax Arrears Procedure enables a municipality to register a Tax Arrears Certificate in the Registry or Land Titles Office where any part of the taxes on vacant land are two or more years in arrears, or three or more years for improved land. The land, of course, is subject to the right of redemption, under certain conditions, by an interested party within one year.

This procedure also provides for the registration of Vacating Certificates by the municipality where an error has been made in the registration of the Tax Arrears Certificate.

Under certain conditions an interested party may purchase the property after the year of redemption providing the municipality has not officially set it aside for municipal purposes. If a person other than an interested party, within the meaning of The Department of Municipal Affairs Act, purchases the property he pays the full selling price, which should at least equal the appraised or assessed value.

To make sure that municipal officials properly carry out the Tax Arrears Procedure so that the purchaser has clear title, the Department pays very close attention to all documents submitted for approval.

Should a municipality be released from supervision of the Department by an order of The Ontario Municipal Board, the Tax Arrears Procedure continues to apply unaltered.

The following is a summary showing totals of the various forms under this procedure which were approved by the Department in 1957.

# TAX ARREARS APPROVALS FOR 1958

	Application Form T.R.6	Certificates T.R.1	Redemption Certificates	Vacating Certificates	Vesting Prop. T.R.13	Sales Applications	By- laws	Deeds	Prop. Sale Agreements	Total
County of Bruce.....	19	19	—	1	—	10	10	10	—	69
County of Lanark.....	65	65	19	4	—	11	11	11	—	186
Counties of Stormont, Dundas and Glengarry.....	4	4	—	—	—	5	5	3	—	21
Counties of Northumberland and Durham.....	15	15	5	3	—	2	2	2	—	44
County of Elgin.....	5	5	7	—	—	2	2	2	—	23
District of Cochrane.....	32	32	25	5	110	45	45	43	—	337
District of Muskoka.....	55	55	26	4	7	36	36	36	—	255
District of Nipissing.....	35	35	11	8	18	37	37	35	—	216
District of Parry Sound.....	72	72	8	6	43	45	45	47	—	338
District of Rainy River.....	75	75	23	2	50	43	43	43	—	354
District of Sudbury.....	34	34	22	4	24	16	17	15	1	167
District of Temiskaming.....	112	112	19	1	71	25	33	25	—	398
Supervised and formerly super- vised Municipalities.....	432	432	157	14	—	230	204	280	8	1757
	955	955	322	52	323	507	490	552	9	4165

# **1958 REPORT MUNICIPAL ASSESSMENT BRANCH**

## **DEPARTMENT OF MUNICIPAL AFFAIRS**

### **FORMATION OF BRANCH**

The Branch, which was created in 1947, was established in answer to the request of many municipalities for assistance in installing proper assessment systems.

The necessity for the establishment of proper systems in both the organized municipalities and the school sections in the unorganized townships of Northern Ontario has grown with the years. While the government grants to municipalities show a sharp increase in recent years, and despite the fact that both the Governments of Canada and Ontario now pay grants in lieu of taxes on certain types of their property, still in most municipalities, the municipal tax levy based on real property assessment also shows an increase.

As proper systems of assessment are installed in municipalities, this means that considerable progress has been made in achieving the long desired equalized assessment basis. An equalized and correct assessment system is most desirable not only from the viewpoint of the individual taxpayer but, also, from that of the municipality and the Ontario and Federal governments. Some of the reasons for the necessity of a correct assessment basis are:

(1) to ensure that individual taxpayers pay only their rightful share of taxes not only in accordance with the actual value of their property, but also ensuring that their assessments are in line with those of similar properties.

(2) to ensure the proper apportionment of cost when this is based on equalized assessment where two or more municipalities are joined in such projects as (a) Homes for The Aged in the Territorial Districts, (b) High School Districts, (c) Township School areas, etc., (d) County administrative units, etc., etc.

(3) to ensure the proper distribution of legislative grants—particularly educational—where they are based on assessment.

(4) to ensure the proper payment of unconditional grants. While these are not based on assessment, the population figures generally used in computing such grants are taken from records compiled by municipal assessors and verified by this Department.

(5) to ensure that municipalities receive their correct amount of grants in lieu of taxes where such grants are based on the value of real property owned by the Government of Canada or its Crown agencies, the Government of Ontario or its Crown agencies and The Hydro Electric Power Commission of Ontario.

While the need for assisting municipalities in their assessment problems and in the establishment of proper assessment systems may have been the principal reason for the formation of the Branch, both the nature and volume of work undertaken by the Branch have undergone great alterations in recent years.

**PERSONNEL OF BRANCH**

The present personnel of the Branch consists of fifty members, classified as follows

Director	1
Supervisors	9
Assistant Supervisors	17
(a) Clerks (ALL GRADES)	13
Clerk-Stenographers	9
Clerk-Typist	1
	—
Total	50

(a)—Three of the personnel who are classified as Clerks mainly function as typists.

All of the eight Regional Assessment offices, mentioned below, are staffed by a Supervisor—Municipal Assessment, two Assistant Supervisors—Municipal Assessment, one male Clerk, and one Clerk-Stenographer with the exception of the London office where it was found necessary, owing to the number of municipalities in the area, to add another assistant supervisor. The staff in the Regional offices are, of course, included in the above total.

**REGIONAL ASSESSMENT OFFICES**

The eight Regional offices are now established with their locations being—Perth, Peterborough, Toronto, London, Orillia, Sudbury, New Liskeard and Port Arthur.

There is no doubt that the setting up of the offices has met with wide approval by the municipalities. It has meant that we have been able to give more complete service to the municipalities and have been able to attend to the requests for assistance much more promptly than when working out from Toronto office. Municipal representatives interested in assessment who, in the past, had to seek information or advice either by correspondence or by a trip to Toronto (unless some of the staff were working in the particular area) can now obtain the information much more readily by a short trip or 'phone call.

The various offices have many visitors, 'phone calls and much correspondence from elected and appointed municipal officials and persons interested in assessment, and direct contact with the municipalities is much better maintained than when the staff emanated out from Toronto.

It has, also, been possible for the Branch to carry out their statutory duties under the various Acts in a more satisfactory manner with less lost time in travelling. Also, the staffs in the various offices have been enabled to become better acquainted with their particular areas of work, municipal officials, etc., owing to the continuity of contact.

The Regional offices located in Orillia, Sudbury, New Liskeard and Port Arthur have answered many requests and given a great deal of assistance to the school sections in the unorganized townships where the school trustees desire to install proper

assessment systems for the first time. As there are 388 school sections of various sizes in the unorganized townships in the Territorial Districts as compared to 229 organized municipalities in the Districts, it can be readily seen that there is a great field open for the improvement of assessment practise.

While some difficulties were, and are being, incurred in the securing of suitable clerical staff in some of the Regional offices and, also, in the moving and location of staff members and their families from Toronto, this has been fairly well overcome—though some changes are still underway.

## VALUATIONS OF GOVERNMENT AND HYDRO PROPERTY

The annual task of the Branch in making valuations on Ontario government and its Crown agencies properties coming within the provisions of The Municipal Tax Assessment Act, and the property of the Hydro Electric Power Commission of Ontario coming within the provisions of the amendments to The Power Commission Act show a very sharp increase each year since these Acts were brought into being in 1952. Grants in lieu of taxes are paid on certain types of property owned by the Province or its Crown agencies. Also, business assessment at the percentages laid down in The Assessment Act are paid by some Crown agencies on properties owned by them or leased and occupied by them for business purposes. Crown agencies properties on which valuations are made yearly include those agencies owning or renting property as The Ontario Northland Railways, The Liquor Control Board of Ontario, The Workmen's Compensation Board, The Ontario Food Terminal, The Ontario Stockyards, etc.

Under the provisions of The Power Commission Act, as amended in 1952, The Hydro Electric Power Commission of Ontario pay a grant in lieu of taxes on all land owned by them in addition to paying a grant on buildings owned and used by them for executive and administrative purposes. Business assessment at the rate of 60% is also paid on the value of all their land (except that used for residential purposes) and the value of any buildings used for executive and administrative purposes. As the residential type property owned by the Hydro does not come within the provisions of Section 32 of The Assessment Act, it is also necessary to value such properties annually.

To ascertain the value of the properties owned by the Province or its agencies of the Hydro, the valuations must be reviewed each year. In order to arrive at the valuations, the Branch must ascertain the ratio at which the municipalities are assessing privately-owned property. To find the ratio, the Branch must value a number of privately-owned properties of the different types as residential, farm, summer resort, commercial, industrial, etc., and then compare the value of each type with the municipal assessment on such properties.

To ensure that the municipalities receive their proper share of grants in lieu of taxes, if it is found that the municipality is assessing at what the Branch considers 120% of value than the Branch valuations on the government or Hydro properties is calculated at 120% of value.

Due to reassessment programmes or extensive readjustments in assessment values being continuously carried out by municipalities, it is necessary for the Branch to make new valuations, or to adjust existing ones, in addition to valuing properties recently acquired by either the government or the Hydro.

Where government or Crown agency properties are partially used for business purposes and partially for residential purposes, the Branch has found it necessary in the past three years to make a valuation of the whole property—though normally it is the duty of the municipality to assess the residential portion. Copies of appraisal cards showing the method of arriving at the value and the breakdown for the two portions are forwarded to the municipality and to the government Department or Crown agency concerned. Both the municipalities and government Departments or agencies appear to appreciate such information for several reasons.

Valuation notices are forwarded for the properties to the municipalities and to the Hydro or Crown agencies where they control such properties. The valuations may be appealed by either the municipality or Hydro or Crown agency, but fewer than one appeal per year has been entered since 1952. It is also the duty of the Branch to approve of the tax bills or invoices received from the municipalities based on the valuations of government or Crown agencies properties.

As mentioned earlier, the task of making the valuations on government Crown agencies or Hydro properties is increasing greatly each year. This, of course, is mainly due to the extensive road building programme of the Department of Highways, the building programme of Public Works and the power developments and acquisition of land by the Hydro. In addition the Liquor Control Board have in the past two years acquired a number of properties and in some instances erected buildings for retail outlets and these now come under the provisions of The Municipal Tax Assistance Act. In northern Ontario where the Hydro had been paying a grant outside the provisions of The Power Commission Act to municipalities in which were located properties or privately-owned power companies acquired by the Hydro, the Hydro have now placed a number of these properties under The Power Commission Act so the Branch is required to make the valuations.

It is estimated that the Branch in 1958 dealt with the records concerning several thousand new purchases, sales and leases of government or Hydro properties. In 1958, there were 3,560 separate valuation notices of government or Crown agencies properties forwarded to the 508 municipalities in which the properties were located, while there were 4,840 separate valuation notices of Hydro properties located in 475 municipalities. Properties owned by the government or its agencies or the Hydro are located in 689 municipalities or in 73.45% of the municipalities of the Province. Both the number of valuation notices and municipalities affected will show a sharp increase in 1959.

#### **EQUALIZATION UNDER THE HOMES FOR THE AGED ACT**

There are now eight Homes for the Aged Boards established in seven Territorial Districts of northern Ontario under the provisions of Section 4 of The Home for the Aged Act. As no district assessors have as yet been appointed in any of the Territorial

districts, it is the duty of the Department to make an equalization of assessment each year.

This, of course, is carried out through making spot check valuations on the different types of assessment in each of the municipalities to ascertain the percentage of value at which the municipalities are assessing. These factors are then applied against the taxable assessment shown on the municipal assessment rolls. In addition, the Department has the authority to revise the assessment for the purpose of equalization if it is felt that certain properties have been under-valued or omitted from the assessment roll by the municipality.

For the maintenance of a Home the cost is apportioned annually among the municipalities comprising the District. However, where a new Home is erected or an addition built, the share of the unorganized portion of the District is paid by the Government. A new method to ascertain this share has now been approved—being based on the per capita assessment of the organized municipalities multiplied by the population of the unorganized portion.

Copies of the equalization report are forwarded to the municipalities comprising the District showing the share of each for the annual maintenance or the cost of the new building and the municipality may appeal such apportionment within 30 days of the forwarding of the report.

#### ASCERTAINMENT OF RATIO OF ASSESSMENT

In 1956 the task was commenced of making spot check valuations of the various types of properties in a municipality and then comparing the valuations with the municipal assessment on such properties to ascertain the percentage of value the municipality was assessing at as compared to the Department Manual of Assessment values. The work was continued in the years 1957 and 1958 and the total number of spot checks on file at the end of 1958 shows an increase of 20% over the total for 1957. This work will be continued in 1959 as it is felt that as the number of spot checks increase, a more conclusive picture can be shown of the wide variance in the ratio of assessment values being used by the municipalities and school sections. The ratios ascertained by the Branch in 1957 based on the 1956 municipal assessments were used by the Department of Education as one of the factors in allocating the 1958 school grants.

While spot checks taken and reviewed in 1958 in the 938 organized municipalities and the 388 school sections in unorganized townships show a wide variance, still the variances are not as great as in the previous year. This is, undoubtedly, due to the desire of a number of organized municipalities and some school sections to place their assessments on a better basis. However, it is considered that 13% of the municipalities of Ontario are still assessing at 49% or under of value while 65% of the school sections are assessing at 49% or under. While the growth of the county assessment system has been of some benefit in working toward an equalized assessment basis, the variance between ratios of value used in adjoining counties is still very marked. This problem

is quite difficult to overcome and it is only by the Department making their own valuations that the actual situation can be shown.

The making of the spot check valuations and the ascertainment of the ratio of value that the municipalities and school sections are assessing at fits in very well with our statutory duties under The Home for the Aged Act, The Municipal Tax Assistance Act, The Power Commission Act, the Regulations under Section 33a of The Assessment Act for designated among municipalities, etc.

## COUNTY ASSESSMENT SYSTEM

At the present time, 36 of the 38 county units in Ontario have appointed county assessors and it is expected that at least one of the remaining counties will make the appointment shortly. There seems to be some misunderstanding that when a county assessor is appointed that a proper assessment basis and a correct equalization of assessment among the various municipalities comprising the county unit immediately takes effect. The appointment of the assessor is only the first step in the programme. It may be some years before the desired results of a proper system of equalized assessment is achieved. The time in which this will be completed is dependent on many factors among them being (a) the area and number of municipalities in the county, (b) the amount and type of assessment, (c) the co-operation given and the desire of the individual municipalities and their officials to have a proper assessment, (d) the value of the records and system, etc., already in the municipality, (e) the ability and energy of the appointee.

It appears that it takes from three to six years to complete the project but in some counties, for various reasons, it has taken much longer. Then, unfortunately, as it has been noted before, the system and ratio of values may be much at variance with that established in adjoining counties. This creates some difficulty where High School Districts, etc., overlap into two or more counties.

Realizing that while the county assessment system has its defects, it is still a means of achieving equalization in the particular county, the Department again in 1958 made their annual grant to the counties under the system. This grant of \$1500 which was paid to 36 counties is given to assist in establishing a more equalized basis of assessment in Ontario.

Members of the Branch spent a fair portion of their time in working with, and assisting, county assessors and it is believed that a more unified basis of value and methods is gradually being achieved.

It is also expected that the enactment in 1958 of Section 244a of The Municipal Act authorizing municipalities under certain conditions to appoint the county assessor as their assessor will be of some assistance in establishing a better assessment basis in the county. Several municipalities in four or five counties have already taken advantage of the legislation and made the necessary appointments.

As yet, no district assessors have been appointed for any of the Territorial Districts. A number of years ago, at the request of several municipal organizations in northern Ontario, legislation was inserted in The Assessment Act to provide for such appoint-

nents. However, there has never been a sufficient number of municipalities in any of the Districts passing the necessary by-laws requesting the appointment of a district assessor. As a matter of record, there have not been any by-laws making such requests received from municipalities in the Territorial Districts for several years.

### **SPECIAL PROJECTS OF THE BRANCH**

Probably one of the larger tasks the Branch has undertaken in the past three years has been that connected with the St. Lawrence Seaway development. In 1958 for the first time valuation notices were forwarded, under the provisions of The Power Commission Act, for properties acquired especially for the project by the Hydro Electric Power Commission in the municipalities comprising the Seaway area. There were many problems which arose during the Branch's work in the area, such as the relocation of a number of buildings, additional values added to some buildings and land and the transfer of properties to railways, Departments of the government, Crown agencies, municipalities, church and charitable organizations, etc. While some 1700 separate valuation notices were forwarded on Hydro owned properties to the municipalities in the area, a large number of transactions were still pending when the Branch was required to close down their field work and the 1958 taxes on a large number of properties will be paid by the Hydro based on the local assessment.

Unfortunately, many transactions and transfers of property are still not finalized and it will be some time before the project can be completed and the gain or loss of the various municipalities in assessment and taxation definitely ascertained. The Branch valued and listed each property separately so that the various changes can be more readily ascertained.

### **GENERAL ASSISTANCE TO MUNICIPALITIES**

As mentioned before, the establishment of the regional offices has given the Branch the opportunity to make closer contact with the municipalities and their officials and this has proven invaluable in the programme of establishing better assessment practice throughout the Province.

In the carrying out of the statutory duties recited before under the various acts, members of the Branch are brought into contact with practically all the assessors of the organized municipalities in the Province and the persons acting as assessors in the school sections in northern Ontario. Unfortunately, not as much time can be given to assist the assessors as they would like, or we desire to give, in a number of cases. However, the situation is much improved over former years, despite the growing demand for assistance, as the work and personnel of the Branch become better known.

Whenever possible, and on request, members of the Branch participate in meetings of the Assessing Officers Association and other municipal associations and meetings of organizations interested in assessment practise. It is felt that the attendance of the Branch members and their participation in the programme through addresses promotes a closer and better relationship with municipal officials generally.

## **MUNICIPAL AUDITING AND ACCOUNTING BRANCH**

### **COMPOSITION**

The Branch staff, which includes 5 Chartered Accountants, consists of 1 Director, 2 Supervisors, 3 Assistant Supervisors, 1 Statistician and requisite clerical and stenographic assistance.

### **(a) IMPROVEMENT OF MUNICIPAL AUDITING AND ACCOUNTING PRACTICES**

1) According to Statute, The Department of Municipal Affairs is responsible for the licensing of all municipal auditors. This requirement protects the auditor, who can only be relieved of his duties for cause. It also protects the interests of the citizens of the municipalities and helps to ensure that all annual financial reports submitted to the taxpayers contain adequate information in understandable form. Where irregularities exist, the Department insists that the municipal auditor express unbiased and unequivocal opinion in regard to them.

2) The Department works in close co-operation with the various independent accounting organizations for the continued improvement in municipal auditing procedures. For example, the publication "Duties and Instructions for Municipal Auditors" which was published by the Department in 1946 was completely revised and reprinted in 1957 after numerous meetings and discussions with a committee on municipal auditing and accounting which had been established by the Institute of Chartered Accountants of Ontario in 1956. Discussions continued in 1958 for the purpose of improving accounting procedures and the form of the financial statements as well. This generous assistance from such public spirited organizations is appreciated by the Department.

3) The advantages of standardized accounting classifications where a large number of returns are involved are obvious. The Branch is continually making strong efforts to have these standard classifications accepted by the 977 incorporated municipalities of the Province and has received a great deal of co-operation from the municipal officials. An annual report is submitted by each municipal auditor prepared on report forms prescribed by the Department for every city, separated town, town, village, township, improvement district and county in the Province. These audit reports are used to compile the information contained in the Annual Report of Municipal Statistics.

4) At present the staff of the Branch makes a general examination of each audit report submitted. Where necessary considerable correspondence is carried on with the municipal auditor in order to clarify or correct certain aspects of the report. Sometimes where the situation is very complex a member of the Branch's staff pays a visit to the municipality, confers with the officials and offers advice on the auditing and accounting practices involved. Such help and advice to the municipal auditors and the municipal officials encourages the adoption of uniform accounting procedures by all municipalities and frequently indicates ways by which their accounting systems can be improved.

CLASSIFICATION OF MUNICIPALITIES BY AUDITORS FOR THE YEAR 1957

	C.A. A.	C.P.A. A.	A.	Non-professional B.	C.	D.	Internal Auditor	Total
Counties.....	33	4	1	—	—	—	—	38
Metropolitan Areas....	1	—	—	—	—	—	—	1
Cities.....	27	—	1	—	—	—	*1	29
Towns.....	133	10	1	—	12	—	—	156
Villages.....	112	7	1	2	24	9	—	155
Townships.....	375	25	4	5	119	44	—	572
Improvement Districts.	21	—	—	1	2	—	—	24
	702	46	8	8	157	53	*1	975
Percent of Total.....	72.00	4.72	.82	.82	16.10	5.44	.10	100

\*City of Toronto

5) Lectures at Municipal Courses, etc.

In another section of this Report mention has been made of special courses for municipal officials. Members of the staff deliver lectures on auditing and accounting at these courses and also before other groups which have been very well received.

6) Each year there are several new municipalities incorporated (mostly in northern Ontario) and in the case of such municipalities members of the staff direct the setting up of the original accounting records and office procedures and then continue with frequent visits to give advice and assistance to the municipal officials.

7) The Branch is also required to undertake many other duties for which its trained accountants are well qualified.

For instance the Branch undertakes special duties and makes reports to the Minister or Deputy Minister with respect to the effect on municipalities of certain economic changes or projects such as amalgamations, annexations or the creation of Metropolitan areas.

It also makes analyses of the financial affairs of specified municipalities not only for this Department, but also for other Departments and for the Ontario Municipal Board.

(b) PREPARATION AND PUBLICATION OF MUNICIPAL STATISTICAL DATA

1) "The Annual Report of the Municipal Statistics"

The 1957 edition of this Report was again prepared by the Statistical Section in a remarkably short time, being released to the Public on July 7, 1958.

This Report of over 200 pages, presents (a) the revenue and expenditures, (b) the capital and current assets and liabilities as well as (c) an analysis of capital expenditures out of current revenues for each of 975 Ontario municipi-

palities. These figures were compiled from the Audited Financial Statements of the municipalities for the year ending December 31, 1957. The Report also contains summaries and observations as well as a number of graphs and schedules which show various financial situations at a glance.

One valuable feature of this publication is that its information is organized on a standardized basis so that any two, or more, municipalities in Ontario may be compared in any particular. This feature is much appreciated by municipal officials, branches and agencies of both the Dominion and Provincial governments, bond houses, financial institutions and various other interested persons.

The general approval this Report receives is a tribute to the municipal officials, auditors and the staff who participate in its preparation. With the continued co-operation of these groups it is hoped that this year the release date will be moved forward to June.

## 2) "The Municipal Directory"

For the eleventh successive year the Statistical Section has prepared and published this directory of municipal officials.

This handbook lists the names and addresses of the mayor or reeve, the clerk-treasurer, assessment commissioner or assessor and engineer or road superintendent of each municipality in Ontario. It also shows the provincial electoral constituency in which each municipality is situated. The assessed acreage and the total assessment on which taxes will be levied are also recorded along with the road and street mileage. Information as to whether the municipal council is elected annually or biennially is also included.

The latest available information on the assessed population is contained in this Report. This is compiled from general returns submitted by the municipal clerks, based on data gathered by the municipal assessors. Included also are charts showing population and assessment trends for the Province, a list of all police villages and a map showing the different counties and districts.

This Directory which is in greater demand each year, and now has a distribution of 5,000 copies, is supplied gratis to all members of the Legislature, the municipal clerks and treasurers, and all departments of the Provincial and Dominion governments. The balance is sold through the Queen's Printer to commercial and financial houses and private individuals.

The 1958 Directory was published on January 31, 1958, which is a very creditable achievement in speed and accuracy.

## (c) VERIFICATION OF CLAIMS FOR SUBSIDIES, etc.

### 1) The Municipal Unconditional Grants Act 1953

To further assist each municipality in Ontario in provision of welfare services, the administration of justice, and other services for its inhabitants, the Government, in the year 1953, enacted The Municipal Unconditional Grants Act which came into force on the 1st day of January, 1954. This Act

is administered by The Department of Municipal Affairs, and the basis of the grants payable under it was an innovation to Ontario Municipalities.

Prior to entering the field of unconditional grants to municipalities the Government made exhaustive studies. The grant systems in the other Provinces, as well as in the American States, were carefully studied and analyzed.

The basic grant to all municipalities was \$1.50 per capita, which increased to \$4.00 depending upon population. In 1957 The Municipal Unconditional Grants Act was amended to authorize an increase in the basic rate to \$2.00 per capita and an additional grant of \$1.00 per capita to those municipalities in the county system which bear the costs of administration of justice. The increments to the basic rate related to levels of population remained unchanged. Thus, since two or more municipalities having the same population will receive the same grant, there is no discrimination between municipalities. It was found that all the evidence demonstrated that municipalities with larger populations were faced with larger per capita expenditures for municipal services and especially expenditures for welfare, social services and other matters arising from larger concentrations of populations. A statement prepared for the year 1953 confirms this, as it reveals the following amounts were spent by municipalities for welfare services, consisting of Children's Aid, Unemployment Relief, institutional care and welfare administration.

All Ontario cities	—5.35 per capita
All Ontario towns and villages	—1.31 per capita
All Ontario townships	— .88 per capita

While the unconditional grants are higher for the more populated municipalities the Province's grants for education on the other hand, are weighted in favour of the towns and villages and rural areas. They are slanted in favour of these communities, because it is felt that is where the most urgent need for this assistance exists.

Similarly the townships, villages and towns receive in grants from the Province, a considerably higher percentage of their expenditures on roads, than do the cities, for they have a larger mileage of roads to maintain, out of a relatively smaller per capita assessment. This same principle of payment according to need underlies the establishment of the 1953 Municipal Unconditional Grants Act.

One consideration in arriving at the grants, has been the general relationship they bear to the tax levy. Because of their comparatively low per capita expenditures, the original basic grant of \$1.50 per capita to communities with populations under 2,000 meant more to them than \$3.00 or \$4.00 to the largest cities and metropolitan areas. The smaller municipalities also received more benefit from the change in the per capita rates in 1957 than did the larger municipalities. For example, the portion of the unconditional grants received by the cities increased from \$8,652,002 in 1956 to \$13,286,853 in 1957, or by

53.57 per cent. On the other hand, the amounts paid to the other municipalities increased as follows—

Towns	77.88%
Villages	88.32%
Townships	83.90%
Improvement Districts	77.87%

Coinciding with the establishment of the municipal unconditional grant system, the legislation providing for the one-mill subsidy was repealed. At the same time the grants payable under The Police Act, and The Fire Department Act ceased, with the exception of the subsidies payable on municipal expenditures with respect to pension plans and Workmen's Compensation coverage for police and firemen. This action met the wishes of The Ontario Municipal Association and the Provincial-Municipal Committee which proposed the payment of per capita grants without any restrictions. The one-mill subsidy, inaugurated in 1937, was not only uneven, but unfair to the smaller communities, because of their low assessments. Moreover, many of these smaller municipalities, with their volunteer fire and police forces, were not in a position to use the fire and police grants as fully as the more populated municipalities.

For these reasons the new grants system, though graded according to population, has proved to be much more favourable to the smaller municipalities than the former grants. While it is recognized that no grants system has all advantages and no drawbacks, it has been acknowledged that the present unconditional grants are a great improvement for all Ontario municipalities, large and small, and that they will help greatly in maintaining all the municipalities of this Province in a strong financial position.

A feature of the legislation introduced in 1957 was the amendment to The Municipal Act whereby the benefit of the unconditional per capital grants was to be given to residential and farm assessments but not to business and commercial assessments. The reason for this new procedure — the first of its kind in Canada — was to help balance the benefit enjoyed by ratepayers engaged in business or commerce who alone have the right to deduct their municipal taxes as a business expense in the computation of taxable income. The legislation has proved to be popular and has certainly benefitted farming and residential ratepayers.

An amendment to The Municipal Unconditional Grants Act in 1958 introduced a per capita payment of \$1.00 to Counties in respect of populations of Indian Reserves located therein, which are not included in the populations of local municipalities, to compensate the Counties for costs of administration of justice in such areas.

As required by The Municipal Unconditional Grants Act the population of each municipality in Ontario for the purpose of paying these grants in 1957

was determined on the basis of the census taken in 1956 by the Dominion Government. In determining the population of a municipality the Department used the 1956 Dominion census figure and adjusted it as follows:

- (a) According to any change in boundaries between date the census was made and the end of 1956.
- (b) By deducting the number of persons then in institutions, in defence establishments, on Indian Reserves or who were transient.
- (c) By allowing for errors in the 1956 census which were acknowledged by the Dominion Bureau of Statistics.
- (d) Where a municipality was incorporated after 1956 its population was determined as the Department deemed proper.

The Act also requires the Department to redetermine the population of any municipality for grant purposes whenever it appears that the population has increased by 7% of the population as last determined.

In 1958 population returns submitted by municipalities indicated that 124 reflected an increase of 7% or more over the preceding year. Accordingly these municipalities were visited by a representative of the Department to verify the claimed increases so that their population could be redetermined.

The following is a summary of the results of these visits for 1958:

Population as claimed by municipality verified .....	90	
Population as claimed by municipality increased .....	3	
Population as claimed by municipality reduced .....	18	
	—	111
Claims of increased population not substantiated .....		13
		—
Total number visited .....		124

PAYMENTS UNDER THE MUNICIPAL UNCONDITIONAL GRANTS ACT, 1953

	1954 \$	1957 \$	1958 \$
Cities.....	7,967,743	13,286,853	13,303,758
Towns.....	1,135,621	2,194,289	2,380,951
Villages.....	244,024	481,107	488,769
Townships.....	2,255,268	4,641,870	4,685,222
Improvement Districts.....	35,501	65,647	94,638
Counties.....	—	—	11,662
	11,638,157	20,669,766	20,965,000

**COMPARISON SHOWING EFFECT OF INTRODUCTION OF  
UNCONDITIONAL PER CAPITA GRANTS**

	Police, Fire and 1-mill Guarantee 1953	Police, Fire and Unconditional Grants	
		1954	1958
	\$	\$	\$
Cities.....	3,146,056	8,138,297	13,558,324
Towns.....	892,252	1,172,380	2,417,652
Villages.....	241,605	252,057	494,954
Townships.....	965,706	2,276,158	4,712,620
Improvement Districts.....	36,305	36,010	96,788
	5,281,924	11,874,902	21,280,338

**2) Payments in Lieu of Taxes**

**The Municipal Tax Assistance Act, 1952**

To assist Ontario municipalities in their current financing, The Municipal Tax Assistance Act was passed in 1952, making provision for the payment by the Province to municipalities, of an amount equal to what they would have received at their general purpose tax rate if certain Crown properties had been taxable. This includes all levies, except those for school purposes, on real property and business assessment.

However, the municipality is still not authorized to levy taxes on provincial property or against the Crown in the right of Ontario or any Crown agency and the provisions of this Act do not apply to certain Crown properties.

All provincial property in a municipality must be valued each year by the Department for the purposes of the Act. This is made on the same basis as real property liable for municipal taxation is valued.

The following is a comparison of payments made by the Department under this Act in recent years:—

	1952	1955	1958
Cities.....	\$313,050	\$430,552	\$690,000
Towns.....	32,977	38,737	63,000
Villages.....	2,143	3,352	8,500
Townships.....	26,849	56,530	154,500
Improvement Districts.....	732	829	9,000
	\$375,751	\$530,000	\$925,000

## **REPORT ON MAIN OFFICE BRANCH**

The Main Office Branch is under the direction of the Deputy Minister and exercises jurisdiction over the following matters:

Personnel, accounts and payrolls, records, purchasing, library, mail section and research.

### **PERSONNEL OFFICE**

The duties of this office are personnel records of all employees of the Department and of the Ontario Municipal Board, the preparation of personnel reports and the processing of personnel changes.

### **ACCOUNTS AND PAYROLL SECTION**

This section is staffed by one accountant and one clerk. The major duties of the section are the revenue and expenditure accounting, payrolls and purchases of each branch of the Department and the Ontario Municipal Board; also the attendance records are kept by this office.

### **RECORDS AND MAIL SECTION**

The record section is accommodated in two vaults wherein are stored the financial and numerous other records of each municipality in the Province. The files are maintained by two file clerks whose duties also include the opening and recording of all mail addressed to the Department. During the year 1958 approximately 23,000 pieces of mail were received and recorded by this unit.

### **RESEARCH SECTION**

This section provides the secretariat for the Municipal Advisory Committee and undertakes such projects as are from time to time assigned.

### **SUMMARY OF LEGISLATION**

A Summary of Legislation affecting municipalities, which is enacted by the Legislature of Ontario, is prepared and forwarded to municipal officials and other interested persons one week after the Legislature prorogues. In addition to summarizing the Legislation, the publication also sets out all public acts which have been dealt with by the Legislature and a directory of the Department of Municipal Affairs.

### **PAYMENT OF FOX BOUNTIES**

On October 23rd Premier Frost announced that in response to requests from municipalities for assistance in reducing the fox population to combat the spread of rabies the Province of Ontario would pay a \$2 bounty on foxes where the amount was matched by the municipality.

The payment of the bounties is administered by this Branch. A condition of payment is that the municipalities must pass, or have passed, a by-law for giving bounties under subsection 27 of Section 386 of The Municipal Act, R.S.O. 1950, chapter 243.

The contribution by the Province will be paid semi-annually on the basis of certified claims filed by the municipality.

## THE DEPARTMENTAL LIBRARY

The number of new books, pamphlets and documents received in the Library in 1958 were as follows:

New books purchased	43
Books Donated	75
Periodicals	60
Pamphlets and Documents	1,200
	<hr/>
	1,378
	<hr/>

The subject headings are based on the requirements of the members of the Department staff.

We are indebted to the Legislative Library for a number of volumes of history of both Ontario and Canada—also biographies and encyclopaedia—which were duplicates being discarded but which we were very glad to be able to acquire for our Library.

There have been an average of 200 enquiries for information per month from sources outside the Department—the greater number by telephone, but also by letter and personal call—in regard to incorporation dates, boundaries, centenary dates and various other subjects. In many cases they are merely routine questions which can be readily answered from our records, but there have been enquiries involving a great deal of research.

A number of students have made use of the facilities of our Library for research on municipal affairs, as well as one Government official, Mr. Gunaratne, from Ceylon, who has been here for five months studying municipal government and using the material available in the Library, covering the theoretical branch of municipal government. He comes here under the auspices of the Dominion Government's "Colombo Plan".

The Private Bills Index is being kept up-to-date as the new Acts are added each year.

A list is compiled each year from information acquired from our own records and in various ways, of municipalities celebrating their centennial or other historical anniversary.

The binding of the periodicals and certain volumes of the Statutes was continued as usual this year.

The map collection is increasing and becoming quite extensive. When there is more room available we hope that the maps will be more conveniently filed. It is hoped that there will be room to display them to better advantage so that a proper index can be made for them.

The work under the Municipal Corporations Quieting Orders Act for the year 1958 made about the same progress as the year 1957. The municipalities of the Counties of Renfrew, Carleton and Southern Hastings were visited—in all sixty-four (64) municipalities were called upon by the Librarian. The project was explained to each clerk—and where possible to the Reeve—and a great deal of interest was manifested.

Applications for Quieting Orders in the number of seventy-six (76) have been received this year. All but two of the Townships visited during the year have forwarded applications for Quieting Orders and the balance of those received were applications from the municipalities visited the previous year and re-visited this year.

In visiting the County offices, the Clerks were found to be most helpful in supplying information in regard to the history of the municipalities, in their respective Counties. They made their records freely available to us for copying the necessary information and in many cases supplied us with copies of by-laws which we had been unable to obtain elsewhere.

The Ontario Municipal Board Hearings for the applications of the Townships of the Provisional County of Haliburton were heard at Minden on October 1, 2 and 3 and were attended by a representative.

The descriptions and orders were prepared for all applications for the Townships of the County of Haliburton and for the Municipality of Neebing.

Preliminary research and descriptive work is going forward on the municipalities within the Townships of four other Counties in anticipation of receiving the Surveyor General's descriptions of the Townships concerned.

## CLASSIFICATION OF THE MUNICIPALITIES OF ONTARIO

CLASSIFICATION	LOCATION			
	Metropolitan Toronto Area	Counties	Districts	Total
Cities.....	1	24	5	30
Separated Towns.....	—	8	—	8
Towns.....	4	97	48	149
Villages.....	3	141	10	154
Townships.....	5	423	145	573
	13	693	208	914
Improvement Districts.....	—	1	23	24
Counties—Administrative.....	—	—	—	38
Metropolitan Toronto.....	—	—	—	1
Total incorporated municipalities	13	694	231	977

Details of the change in status and additional new municipalities, included in this year's list, will be found on the following pages.

## CHANGES IN MUNICIPAL STATUS

### AUTHORIZED

JANUARY 1, 1958 TO JANUARY 1, 1959

EFFECTIVE — 1958

#### TOWNSHIP

##### Cardiff

Erecting part of the former Improvement District into a Township by the name of "The Corporation of the Township of Cardiff".

Authority O.M.B.

Order dated December 10, 1957,

Effective January 1, 1958.

#### TOWN

##### Caledonia

Erected former Village into a Town, to be known as the "Corporation of the Town of Caledonia".

Authority O.M.B.

Order dated August 23, 1957,

Effective January 1, 1958.

EFFECTIVE — 1959

#### TOWN

##### Deep River

Erecting the former Improvement District of Deep River into a Town by the name of "The Corporation of the Town of Deep River".

Authority O.M.B.

Order dated November 14, 1958,

Effective January 1, 1959.

#### CITY

##### Barrie

Incorporated former Town into a City, to be known as "The Corporation of the City of Barrie".

Authority O.M.B.

Order dated November 4, 1958,

Effective January 1, 1959.

#### IMPROVEMENT DISTRICTS

##### Bicroft

Erecting part of the Township of Cardiff into an Improvement District under the name of "The Corporation of the Improvement District of Bicroft".

Authority O.M.B.

Order dated December 24, 1957,

Effective January 1, 1958.

**White River**

Erecting the Geographic Township of Hunt into an Improvement District under the name of "The Corporation of the Improvement District of White River".

Authority O.M.B.  
Order dated October 14, 1958,  
Effective January 1, 1959.

**VILLAGE**

**Beachburg**

Incorporated the inhabitants of part of the Township of Westmeath into a Village to be known as "The Corporation of the Village of Beachburg".

Authority O.M.B.  
Order dated November 4, 1958,  
Effective January 1, 1959.

**TOWN**

**Espanola**

Incorporated the inhabitants of part of the unorganized Township of Merritt into a Town to be known as "The Corporation of the Town of Espanola".

Authority O.M.B.  
Order dated December 19, 1957,  
Effective March 1, 1958.

**DISSOLUTIONS**

Authorized  
1958 — 1959

1958

**LA SALLE**

Town	.	.	.	.	.	.	Dissolution of the Town of La Salle. Area annexed to the Township of Sandwich West. Effective January 1, 1959.
------	---	---	---	---	---	---	--

**BRONTE**

Village	.	.	.	.	.	.	Dissolution of the Village of Bronte. Area annexed to the Township of Trafalgar. Effective January 1, 1959.
---------	---	---	---	---	---	---	---

**NELSON**

Township	.	.	.	.	.	.	Dissolution of the Township of Nelson. Area annexed to the Town of Burlington. Effective January 1, 1958.
----------	---	---	---	---	---	---	---

**CARDIFF**

Improvement District	.	.	.	.	.	.	Dissolution of the Whole of the Improvement District of Cardiff. Effective January 1, 1958.
----------------------	---	---	---	---	---	---	---

# ANNEXATION ORDERS CHANGING MUNICIPAL BOUNDARIES

Issued during year ending December 31, 1958

MUNICIPALITY	COUNTY OR DISTRICT	AREA AND EFFECTIVE DATE
Barrie, Town of	Simcoe	Annexation of part of the Township of Innisfil, Vespra, and lands under the water of Kempenfeldt Bay. Order issued December 11, 1958; Effective January 1, 1959.
Belleville, City of	Hastings	Annexation of part of the Township of Thurlow, Order issued October 31, 1958; Effective January 1, 1959.
Belleville, City of	Hastings	Annexation of part of the Township of Sidney, Order issued October 31, 1958; Effective January 1, 1959.
Blenheim, Town of	Kent	Annexation of part of the Township of Harwich, Order issued September 8, 1958; Effective September 1, 1958.
Chatham, City of	Kent	Annexation of parts of the Townships of Dover, Harwich, Chatham, Raleigh, Order issued October 24, 1958; Effective January 1, 1959.
Elmira, Town of	Waterloo	Annexation of part of the Township of Woolwich, Order issued October 30, 1958; Effective January 1, 1959.
Fonthill, Village of	Welland	Annexation of part of the Township of Thorold, Order issued December 18, 1958; Effective January 1, 1959.
Fonthill, Village of	Welland	Annexation of part of the Township of Pelham, Order issued December 18, 1958; Effective January 1, 1959.

MUNICIPALITY	COUNTY OR DISTRICT	AREA AND EFFECTIVE DATE
Alt, City of	Waterloo	Annexation of part of the Township of N. Dumfries, Order issued July 28, 1958; Effective July 1, 1958.
Guelph, City of	Wellington	Annexation of part of the Township of Guelph, Order issued August 8, 1958; Effective July 1, 1958.
Hamilton, City of	Wentworth	Annexation of part of the Township of Saltfleet, Order issued July 25, 1958; Effective January 1, 1959.
Canover, Town of	Grey	Annexation of part of the Township of Bentinck, Order issued August 13, 1958; Effective July 1, 1958.
Wakefield, Village of	Peterborough	Annexation of part of the Township of Smith, Order issued November 14, 1958; Effective October 15, 1958.
Leamington, Town of	Essex	Annexation of part of the Township of Mersea, Order issued September 30, 1958; Effective June 30, 1958.
London, City of	Middlesex	Annexation of part of the Township of Westminster, Order issued June 6, 1958; Effective July 1, 1958.
Matheson, Town of	Cochrane	Annexation of part of the Township of Bowman, Order issued January 22, 1958; Effective January 1, 1958.

MUNICIPALITY	COUNTY OR DISTRICT	AREA AND EFFECTIVE DATE
Milton, Village of	Perth	Annexation of part of the Township of Trafalgar, Order issued October 3, 1958; Effective October 15, 1958.
Owen Sound, City of	Grey	Annexation of part of the Township of Derby, Order issued May 30, 1958; Effective May 1, 1958.
Richmond Hill, Town of	York	Annexation of part of the Township of Vaughan, Order issued March 14, 1958; Effective June 1, 1958.
St. Thomas, City of	Elgin	Annexation of part of the Township of Yarmouth, Order issued March 5, 1958; Effective March 1, 1958.
St. Thomas, City of	Elgin	Annexation of part of the Township of Yarmouth, Order issued November 27, 1958; Effective January 1, 1959.
Smith's Falls, Town of	Lanark	Annexation of part of the Township of S. Elmsley, Order issued January 24, 1958; Effective January 1, 1958.
Stratford, City of	Perth	Annexation of part of the Township of Downie, Order issued February 28, 1958; Effective March 1, 1958.
Streetsville, Village of	Peel	Annexation of part of the Township of Toronto, Order issued September 24, 1958; Effective December 31, 1958.

## THE DEVELOPMENT AND SPECIAL PROJECTS BRANCH

The Development and Special Projects Branch was established and began functioning as of August 1, 1957.

The basic principle for its establishment was that it would concentrate its attention on:

- (1) Those municipalities for which the Department has an immediate responsibility under Part III of The Department of Municipal Affairs Act and which are in what might be described as the development stage.
- (2) "Special problem" areas, including municipalities which do not come under Part III of the Department Act.
- (3) Municipalities which, by reason of their proximity to municipalities falling under (1) or (2) above, it is logical to assign to this Branch, and
- (4) Special projects which from time to time may be assigned to this Branch.

### MUNICIPALITIES AND DEVELOPMENTS

The allocation of municipalities as between the Administration Branch and the Development and Special Projects Branch, however, is not intended to be static as changing circumstances will require from time to time the responsibility for particular municipalities being changed from one branch to the other.

During the year 1958 the following municipalities and school boards came within the purview of the Development and Special Projects Branch:

CITIES	TOWNSHIPS	IMPROVEMENT DISTRICTS
Sudbury	Balfour	Balmertown
	Bleazard	Bicroft
	Capreol	Deep River
TOWNS	Cardiff	Elliot Lake
Blind River	Dowling	McGarry
Capreol	Drury, Denison and Graham	Manitouwadge
Chelmsford	Falconbridge	Marathon
Espanola	Faraday	Onaping
Levack	Hagar	Red Lake
Ojibway	Hanmer	Red Rock
Sioux Lookout	McKim	Terrace Bay
	Neelon and Garson	
VILLAGES	Rayside	
Bancroft	Waters	

### UNORGANIZED TERRITORY

Baird and Heyson Public School Section  
McKenzie Island Public School Section

PERSONNEL ESTABLISHMENT

The personnel establishment of the Branch comprises the Director, a Supervisor, two Assistant Supervisors, a Principal Clerk and the requisite stenographic and clerical staff.

SCOPE OF JURISDICTION

The scope of jurisdiction of the Development and Special Projects Branch with respect to the municipalities assigned to it is essentially the same as has been that of the Administration Branch heretofore.

However, while the normally requisite supervisory and advisory activities have been carried out, the preponderant effort of the Branch has been channelled into the guidance and development of those municipalities of recent origin, e.g.:

The Improvement District of Elliot Lake	—erected September 1, 1955
The Improvement District of Bicroft (Part of the former Improvement District of Cardiff, erected June 11, 1956)	—erected January 1, 1958
The Improvement District of Manitouwadg	—erected November 1, 1954
The Improvement District of Deep River	—erected April 16, 1956

By far the greatest degree of attention has been required in connection with the Improvement District of Elliot Lake. This municipality is the result of a need to accommodate the employees of the eleven uranium mines in the area and in just over three years has grown from nil population to approximately 23,000 people.

POLICIES OF GOVERNMENT COMMITTEES

In performing its duties in respect to the various “new” municipalities, the Branch must at all times be cognizant of the administrative policies as determined by the Department, the Cabinet Committee on Townsites and of its sub-committee, the Administrative Sub-Committee on Townsites.

DISPOSAL OF MUNICIPALITY-OWNED LAND IN NEW MUNICIPALITIES

One such established policy is that all municipal parcels of land and lots which are to be made available for commercial or industrial purposes must be disposed of through auction. Such auctions have been conducted either by the Branch or under its auspices.

Residential properties, on the other hand, are sold initially at regular publicized sales conducted or supervised by the Branch and on a first-come-first-served basis. The residue of these and of the commercial and industrial lots may then be acquired at equitably adjusted prices through application to the municipality.

The approximate value of lot sales in the Improvement Districts of Elliot Lake, Bicroft and Manitouwadge for the calendar year 1958 is as follows:

	Residential	Commercial	Industrial
	\$	\$	\$
Elliot Lake.....	197,894.00	60,650.00	47,340.00
Bicroft.....	—	2,000.00	—
Manitouwadge.....	32,810.00	4,000.00	—

The proceeds of such sales are turned back into the development of the municipality and are used for the provision of services for which debentures are not purchasable by the Ontario Municipal Improvement Corporation.

The Branch is required to endorse approval upon the Offers to Purchase, Transfers of Title and By-laws relevant to such sales of property.

## VISITS TO MUNICIPALITIES

It is the responsibility of the Development and Special Projects Branch to particularly assist the new municipalities by actively participating, as far as possible, in their administration. In so doing, the members of the Branch have made and continue to make periodic visits to the Improvement Districts of Elliot Lake, Bicroft, Red Lake and Balmertown. Visits of a more infrequent and restricted nature have been made to various other municipalities within the purview of the Branch as the need has arisen.

During such visits it is usual to attend and participate in meetings of councils, boards of trustees, school boards, etc.; to make tours of the fully supervised municipalities (particularly the newer ones) and as a result of such tours, to suggest adoption of beneficial innovations and methods of implementation of municipal by-laws, etc. and to assist the municipal officials in the performance of their duties.

## ERECTION OF THE IMPROVEMENT DISTRICT OF BICROFT AND THE TOWNSHIP OF CARDIFF

During the latter part of 1957 application was made to the Ontario Municipal Board by the Improvement District of Cardiff for incorporation as a township with consequent release from Departmental supervision. Simultaneously, and with the general agreement of the parties concerned, the Department of Municipal Affairs filed an application with the Board for the incorporation of the "services area" (comprised of that area of the Improvement District previously subdivided as a townsite for the employees of the adjacent uranium mines) as an Improvement District.

As a result of these two applications, the Ontario Municipal Board, after due consideration, issued its Orders incorporating the Improvement District of Cardiff as a township, but separating and incorporating the services area as the Improvement District of Bicroft; the Orders were effective January 1, 1958.

In these arrangements, discussions and hearings, the Branch actively participated and subsequent to incorporation, assisted both municipalities with regard particularly to the appointment of new trustees for the new Improvement District, the election of council for the new township, and with the general functioning of the municipalities with a view to ensuring continuity of administration until the resumption of normal and adequate administrative machinery. Both municipalities have been designated "mining municipalities" under the Regulations made by the Minister under The

Assessment Act and come within the purview of the Development and Special Projects Branch.

### CONSULTING ENGINEERS—PROGRESS REPORTS—CONTRACTS

In those Improvement Districts under current development, it has been the practice to employ the services of consulting engineers to design and assist in the installation of essential services such as water works, sewers, roads, street lighting, paving, etc. In most cases the head office of such firms of consulting engineers is in Toronto and it follows that a great deal of worthwhile co-operation is obtained through Branch liaison.

At times it has been expeditious, for example, to open tenders for certain works and services in the office of the Director of the Branch. By so doing the recommendations of the consulting engineer and the approval and/or recommendation of the Department may be relayed to the respective Boards of Trustees at the same time. This obviates unnecessary delays in transmission of the tenders and of the requisite approval.

Consulting engineers' monthly progress reports regarding the installation of essential services, designs, estimates and recommendations are also examined in the Branch and discussed with the engineers where necessary. Copies of the engineers' progress certificates in respect to each project are also filed with the Branch.

All contracts for the installation of water works, sewage works, roads, street lighting and similar services are examined in the Branch and are subject to formal approval.

### MUNICIPAL DEBENTURES—DISPOSAL

It can be expected that prospective purchasers of municipal debentures might practice a certain degree of caution with regard to the purchase of debentures of new municipalities; which municipalities are, of course, devoid of financial background upon which the bond dealer might base any assessment of financial stability. Hence, it is particularly essential in the case of the newer municipalities that their debentures be sold to the Ontario Municipal Improvement Corporation where possible. The purposes for which the Ontario Municipal Improvement Corporation may purchase municipal debentures are specified and limited under The Ontario Municipal Improvement Corporation Act.

Extensive assistance is given by the Branch to all municipalities and school boards within its purview in making application to the Ontario Municipal Improvement Corporation. Such assistance takes the form of the preparation of Application and Debenture By-laws, application forms, debenture repayment schedules together with advice as to the correct procedures to be followed and timing to be observed.

The value of municipal debentures in the application stage or actually sold to the Ontario Municipal Improvement Corporation by the municipalities coming within the purview of this Branch is listed for each municipality hereunder:

Municipality	Complete	Initial Consideration	Total
	\$	\$	\$
City of Sudbury.....	186,700	—	186,700
Town of Blind River.....	15,660	—	15,660
Town of Capreol.....	24,840	190,100	214,940
Town of Chelmsford.....	—	20,000	20,000
Township of Balfour.....	120,000	—	120,000
Township of Blezard.....	80,000	—	80,000
Township of Dowling.....	—	60,000	60,000
Township of Drury, Denison and Graham.....	40,000	—	40,000
Township of Faraday.....	94,024	—	94,024
Township of McKim.....	214,332	1,060	215,392
Township of Neelon and Garson.....	342,300	277,100	619,400
Township of Rayside.....	60,000	—	60,000
Township of Waters.....	45,000	80,000	125,000
Improvement District of Bicroft.....	—	60,000	60,000
Improvement District of Elliot Lake...	4,813,000	3,655,500	8,468,500
Improvement District of Manitouwadge.....	1,686,829	—	1,686,829
Total.....	<u>\$7,722,685</u>	<u>\$4,343,760</u>	<u>\$12,066,445</u>

#### REQUISITE DEPARTMENTAL APPROVALS

Certain actions and undertakings of municipal councils, boards of trustees and of their local boards are, pursuant to the provisions of certain of the Acts of the Legislature, subject to the approval of the Department of Municipal Affairs. In respect to those municipalities coming within its scope of jurisdiction, these approvals are processed through the Development and Special Projects Branch.

Approval of the Department is required to the following:

#### MUNICIPAL PENSION PLANS

The Municipal Act enables municipal councils, subject to certain limitations, to provide pensions for their employees by contract either with Her Majesty in accordance with the Government Annuities Act or with an insurer licensed under The Insurance Act, or with both Her Majesty and an insurer.

The approval of the Department is required in respect to the initiating by-laws as well as any amending by-laws. Prior to recommendations being made for such approval, it is necessary to thoroughly examine the by-laws and pension plans to ensure their conformity with the relevant provisions of The Municipal Act.

#### SPECIAL UNDERTAKINGS

Subject to the approval of the Department, a municipality may pass by-laws for acquiring, erecting, altering, maintaining, operating or managing or granting aid for the acquisition, erection, alteration, maintenance, operation or management of monuments, memorial windows, tablets, buildings, arenas, auditoriums, parks, recreational areas, health or community centres, playgrounds, athletic fields, stadia or other places

of recreation and amusement within or outside the municipality which may or may not be in commemoration of the persons or any class thereof who served during any war in the armed forces of His Majesty or His Majesty's allies or in the auxiliary or ancillary services of such forces or in the merchant marine or any Corps of (Civilian Canadian Fire Fighters for service in the United Kingdom.

#### **FEDERATION OF AGRICULTURE RATES**

The Municipal Act provides that a township council may by by-law assess and levy a special rate, representing the annual membership fees in The Federation of Agriculture, upon the ratepayers of the township who are entered on the assessment rolls as farmers. Such by-law is subject to the approval of the Department.

#### **HAWKERS AND PEDLARS**

A municipality may pass by-laws for the licensing, regulating and governing of persons who go from place to place or to a particular place with goods, wares or merchandise for sale or who carry and expose samples, patterns or specimens of any goods, wares or merchandise for future delivery. The approval of the Department is required if the licence fee imposed exceeds \$2.00.

#### **ANNUAL REMUNERATION OF COUNCILLORS**

Section 417 of The Municipal Act sets out a per diem rate scale for the remuneration of councillors for attendance at meetings of council or of its committees. An alternative to the per diem rate is the annual rate provided under Section 418. With certain exceptions (more particularly cities of over 200,000 population), by-laws of a municipal council providing for annual remuneration of councillors are subject to the approval of the Department.

#### **ANNUAL ALLOWANCE FOR LOCAL BOARDS**

A local board, as defined in The Department of Municipal Affairs Act (except school and library boards) may pay to its members such annual allowance as the Department approves.

#### **REMUNERATION OF POLICE VILLAGE TRUSTEES**

The board of trustees of a police village may pay its members such annual or other remuneration as the Department approves.

#### **SECURITY TO BE FURNISHED BY OFFICERS**

Every treasurer, deputy-treasurer and collector and every other corporation officer as the council may require, must give annual security for faithful performance of his duties and for the handling of money. The form which this security takes is subject to Departmental approval.

#### **PUBLICATION OF STATEMENTS OF REVENUE AND EXPENDITURE**

The municipal council may publish, before nomination day, a detailed statement of revenues and expenditures for the current year, in the form and manner prescribed by the Department.

## ANNUAL ESTIMATES OF MUNICIPALITIES

Every municipal council (board of trustees in the case of Improvement Districts) required each year to prepare and adopt estimates for all sums required for the year, including sums required by law for school purposes and for boards, commissions and other bodies. These estimates must be in such detail and in such form as the Department may prescribe. Such estimates are generally referred to as the budget of the municipality.

With regard to Improvement Districts and designated mining municipalities, participation by the Department and, in consequence, the Branch, is considerably broader than merely prescribing the form and detail required. These budgets require the formal approval of the Department and prior to such approval being afforded, the Branch in fact participates quite extensively in the preparation, calculation and completion of same. This is particularly true in respect to the newer municipalities such as the Improvement Districts of Elliot Lake, Bicroft and Manitouwadge during the current period of initial development.

In the case of designated mining municipalities, it is essential that the municipal budgets be substantially complete before a calculation may be made in respect to their respective mining revenue payments derived in accordance with the Revised Regulations made by the Minister under The Assessment Act. Such payments are calculated by the members of the Branch from information contained in the budget and from additional information contained in returns made by the municipalities in question.

## RESERVE FUNDS

Provision may be made in the annual municipal estimates for a reserve fund. When this fund is established the monies cannot be used for any purpose other than the original specified purpose without the approval of the Department.

## ACQUIRING AND DISPOSING OF INDUSTRIAL SITES

The Municipal Act provides that by-laws may be passed by the councils of all municipalities, with the assent of the electors qualified to vote on money by-laws, or with the approval of the Department, for acquiring and expropriating land and selling or leasing the land for the purpose of sites for the establishment and carrying on of industries and industrial operations.

In the more recently established municipalities there would be little necessity for using this municipal prerogative for the time being as in the original design of such municipalities attempts have been made to provide adequate sites for residential, commercial and industrial purposes.

The authority may well be used, however, by those other municipalities coming within the purview of the Development and Special Projects Branch.

## SALARY OF MEMBERS—INDEPENDENT PARKING AUTHORITY

In accordance with the provisions of The Municipal Act, a municipality may establish a Parking Authority. Where a Parking Authority is established the members

may be paid such salary or other remuneration as may be fixed by by-laws of the council with the approval of the Department.

## REGISTRATION OF LAND FOR TAX ARREARS

When at any time a municipality is placed under the supervision of the Department of Municipal Affairs, from that day forward such municipality is subject to the provisions of Part III of The Department of Municipal Affairs Act applying to the registration of land for arrears of taxes. The procedure ensures that Departmental approval is obtained to the registration and disposition of such land. Registration of land for arrears of taxes is used in lieu of the tax sale procedure as set out under The Assessment Act.

Provision is made under The Department of Municipal Affairs Act whereby other municipalities may apply to the Minister for an Order making the provisions of Part III of The Department of Municipal Affairs Act applicable to it in lieu of The Assessment Act procedure. It has been ministerial practice not to issue such an Order unless requested to do so by a *majority* of the municipalities within a county or district.

Considerable correspondence, completion of forms and analysis of forms and information is performed by the Department. Insofar as this Branch is concerned although it remains responsible for the implementation of the procedure in municipalities assigned to it, the processing and analysis mentioned above continues to be effected by the Municipal Administration Branch.

## ADMINISTRATIVE ASSISTANCE TO MUNICIPALITIES

### General Advice and Administration

There are a considerable number of Acts of the Legislature which have to do with municipal affairs either directly or indirectly. Most of these provincial statutes are entrusted to the Department of Municipal Affairs for administration. The logical result is that virtually every phase of municipal administration is referred to the Department from time to time with accompanying requests for advice and assistance. Such requests are received from numerous sources including other departments of the Government, elected and appointed municipal officials, ratepayers groups, service clubs, chambers of commerce, ratepayers, historians, etc.

## THE CLOSING OF ROADS

When original surveys are made there are often included in such surveys allowances for roads either along the bank or shore of any body of water or leading to it.

Such road allowances may be closed by municipal by-law, subject to approval by the Lieutenant-Governor in Council provided, however, that the statutory provisions of The Municipal Act have been followed.

When the applicant municipality has complied with these provisions, an application is submitted to the Department for processing at provincial government level and subsequently the Department submits the application and petition of the municipality to the Lieutenant-Governor in Council for approval of the by-law. While this entails a

eat deal of detail and liaison by the Department, it obviates the necessity of the Council dealing individually with several departments, thereby saving considerable time. The Department solicits comments from:

- The Surveyor-General of Ontario;
- The Department of Lands & Forests;
- The Department of Planning & Development;
- The Department of Highways;
- The Hydro-Electric Power Commission of Ontario.

After approval as to vires is obtained through the Attorney General's Department the Minister may recommend that an approving Order-in-Council be passed. When received, this Order-in-Council is promptly forwarded to the municipality.

Considerable and persistent effort has been made to have the municipalities consult the Department before commencing road closing proceedings as experience has proved that where this is done, little or no difficulty is encountered in facilitating the matter.

#### MUNICIPAL BY-LAWS

Numerous requests are received from municipal officials for assistance in the completion or compilation of various types of municipal by-laws. While no attempt is made by the members of the Branch to assume the qualifications of the legal profession in this respect, assistance may nevertheless be readily given where the legal framework of a particular by-law is already established or is of standard form.

A typical example of the extent of Branch assistance is that given in respect to debenture by-laws. Such assistance includes the compilation of the necessary debenture repayment schedules, advice regarding interest rates, assistance in marketing the debentures, the making of arrangements for the printing of the debentures, the checking of the printing proof and liaison with the Ontario Municipal Board on behalf of the municipality for clearance of the debenture by-law for validation purposes.

#### IMPROVEMENT DISTRICTS—CHANGE OF MUNICIPAL STATUS

One of the functions of the Branch is to make recommendations to the Minister where it is felt that an Improvement District has gained sufficient municipal maturity to be released from Departmental supervision. As a result of such recommendations during 1958, the Department of Municipal Affairs has written certain Improvement Districts suggesting that they might consider positively the matter of such release.

As a result of such joint consideration, the Improvement District of Deep River was released by Ontario Municipal Board Order dated November 14, 1958, erected into a town, the effective date being January 1, 1959. Its first council was elected on December 22, 1958. A further result is that application has been made to the Ontario Municipal Board by the Improvement District of Terrace Bay for erection into a township and this application will be heard by the Board on March 3, 1959.

#### INTER-DEPARTMENTAL LIAISON

Members of the Branch are constantly called upon to consult with other departments of the Government on behalf of municipalities in order to acquaint such depart-

ments with the urgency, desirability and practicability of various contemplated municipal projects. This obviously saves time, prevents misunderstandings and generally facilitates approvals where required.

#### EXTERNAL LIAISON

During each and every year members of the Department are called upon to make numerous visits to municipalities. Many of these visits are not of a supervisory nature but are at the request of the municipalities concerned. Such visits and assistance may involve attendance at council or board meetings and/or assistance to the officials of the municipality. Department members are always available of course for consultation in the Department.

It is also required from time to time that the members attend conventions of municipal officials, chamber of commerce meetings and other gatherings where their attendance is requested.

THE ONTARIO MUNICIPAL BOARD

The following are the members of the Ontario Municipal Board and the dates appointment of the various members:

R. CUMMING, M.A., Q.C.,	Chairman	February 15, 1950
A. KENNEDY, Q.C.,	Vice-Chairman	October 1, 1956
C. ROWLAND,	Vice-Chairman	June 10, 1947
W. YATES, Q.C.,	Vice-Chairman	August 15, 1951
L. KENNEDY,	Member	February 15, 1951
F. NUNN,	Member	July 1, 1952
GREENWOOD, B.Sc.,	Member	January 1, 1953
JAMIESON,	Member	December 1, 1955
S. MILBURN,	Member	April 1, 1956
L. McCREA,	Member	December 1, 1958

For administration purposes the Board comes under the jurisdiction of the department of Municipal Affairs but this in no way divests the Board of any jurisdiction or powers conferred upon it by any statute.

As the Ontario Municipal Board issues a separate report setting forth in detail the scope of its powers and operations there is no need in this report to duplicate that information.

The following is a brief summary of the work of the Board in 1958, viz:

1958 SUMMARY

NUMBER OF APPLICATIONS			
Capital expenditures . . . . .	2,225		
Miscellaneous . . . . .	1,206		3,431
		<hr/>	
NUMBER OF ORDERS ISSUED			
Capital expenditures . . . . .	3,740		
Miscellaneous . . . . .	1,116		4,856
		<hr/>	
DAYS OF PUBLIC HEARINGS			
Annexations and Amalgamations . . . . .	68		
Arbitrations . . . . .	109		
Assessment Appeals . . . . .	213		
Restricted Area By-laws, including references and appeals under The Planning Act . . . . .	1,016		
Capital expenditure, including Local Improvements and Dispensation of Vote . . . . .	486		
Incorporations and Erections . . . . .	16		
Drainage Appeals . . . . .	4		
Special Legislation . . . . .	4		
		<hr/>	
REVENUE \$329,139.52	1,916		

## MUNICIPAL ADVISORY COMMITTEE

During 1958, the Committee consisted of six members,

ALFRED H. COWLING, M.P.P.	. . . . .	<i>Chairman,</i>
W. H. HEATON	. . . . .	<i>Comptroller, Township of East York,</i>
WM. G. MANNING	. . . . .	<i>Clerk-Treasurer, Ontario County,</i>
D. M. MARTIN	. . . . .	<i>Clerk, City of Fort William,</i>
J. W. McBAIN	. . . . .	<i>Clerk-Comptroller, Township of Tecumseh,</i>
E. C. REID	. . . . .	<i>Clerk, City of St. Thomas.</i>

They were appointed by Orders-in-Council 1049/57 and 3267/57 for a term ending on March 31, 1959.

A three-day meeting was held each month from January to June and September to December, inclusive. Following each meeting a report was made to the Minister outlining the topics considered, making recommendations for amendment of legislation or procedures and stating any conclusions reached. Most of the recommendations made refer to topics assigned to the Committee by the Minister, some have their origin in the discussion of matters assigned by the Minister, and a few have come from the study of a brief submitted or statement made directly to the Committee by an individual or association.

During the year twelve individuals or delegations from outside the government service have appeared before the Committee to present or support briefs or assist with the study of subjects on which they were particularly well informed. Members of the staff of this and other Departments have also been most helpful in supplying technical information.

## **THE ONTARIO MUNICIPAL IMPROVEMENT CORPORATION**

The Ontario Municipal Improvement Corporation was set up under Chapter 50 of the Ontario Statutes of 1950 as "a body corporate and politic, without share capital" for the purpose of purchasing from municipalities in Ontario debentures issued by them for:

- (a) waterworks and water supply distribution systems;
- (b) sewage works, treatment works, sewer system or sewer, as defined in section 389 of The Municipal Act;
- (c) Plans and works for the incineration of garbage, refuse and wastes; and
- (d) drainage works under The Municipal Drainage Act.

In 1955 the Act was amended by the addition of "school board undertakings" to the list of works for which the Corporation might purchase debentures. The statutory authority is now contained as Chapter 263 in the Revised Statutes of Ontario, 1950.

Although the Act is administered by the Treasury Department, an arrangement is in effect whereby applications to the Corporation are processed to the point where they may be submitted to its Directors by the Department of Municipal Affairs. In the twelve months ended December 31st, 1958, a total of 250 applications was dealt with by officials of the Department and of these 130, representing approximately \$16,000,000.00 in debentures were purchased during 1958.



















3 1761 11547399 3